

ATTACHMENT A: JOINT MOTION

Council Motion

Move that BVCP Requests #35 and #36 be further considered and analyzed, with the following request: That Boulder County Housing Authority, Boulder Valley School District, and Twin Lakes Action Group engage in an open and transparent facilitated discussion comprised of representatives of each group who are vested with the authority to speak for and bind their respective constituents. Each group should have equal representation and the discussion should be facilitated by an independent facilitator selected by the City of Boulder, with facilitator compensation shared between the City of Boulder and Boulder County. Boulder Valley School District shall be requested to be part of the process and if agreeable to pay an equitable share of the costs.

The three groups are expected to do the following, with the timing of work to align with the BVCP process:

1. Jointly formulate recommendations for areas of expertise and selection of experts to inform the desired land use patterns for the area. The areas for study should include the suitability for urban development, desired land use patterns, and environmental constraints.
2. Jointly recommend the appropriate range of potential housing units with consideration given to intensity and community benefit, regardless of who holds title to the property.
3. Following the outcome of the BVCP process and 1 and 2 above, jointly recommend a timeline for the formulation of a set of guiding principles to inform next steps.

While Council requests these groups engage in such good faith facilitated discussions, the failure of such discussions, for any reason, shall not affect Council's determination that BVCP Requests #35 and #36 be further considered and analyzed.

ATTACHMENT B: PROTOCOLS
TWIN LAKES STAKEHOLDER GROUP
PROTOCOLS
APRIL 28, 2016
FINAL

Purpose

As is indicated in the motion passed by the Boulder City Council, the purpose of the Twin Lakes Stakeholder Group is to engage in a facilitated discussion regarding the two Twin Lakes properties. The group will engage in shared learning and increase their common understanding of the issues and interests at play regarding these properties, the needs of and impacts to the surrounding neighborhood, and the needs of and impacts to the broader Boulder community. The Stakeholder Group will make recommendations regarding the number of units appropriate for the sites, questions for future studies on the sites, and other aspects regarding the future use of the two property that emerge during their discussion.

The Stakeholder Group will make recommendations to City of Boulder (City) and Boulder County (County) staff as they consider proposed changes to the land use designation for the properties in the Boulder Valley Comprehensive Plan and made recommendations to the 4 deciding bodies overseeing the Comp Plan. Staff is committed to taking recommendations from the Stakeholder Group very seriously. City Council, the Board of County Commissioners, the City of Boulder Planning Board, and the Boulder County Planning Commission will receive the full recommendations from the Stakeholder Group. The four bodies are not bound to honor the recommendations of the Group but are expected to review them and give them due consideration.

Membership and Alternates

Boulder County Housing Authority, Boulder Valley School District, and the Twin Lakes Action Group will each identify up to three members to participate in the Stakeholder Group. Each member entity may have up to 2 alternates. Members and alternates are expected to remain up to date on the Group's discussion so that there is not need to backtrack to bring alternates or absent members up to speed during meetings.

| Members | Entity |
|-------------------|---------------|
| Frank Alexander | BCHA |
| Norrie Boyd | BCHA |
| Brian Lay | TLAG |
| Rolf Munson | TLAG |
| Dave Rechberger | TLAG |
| Glen Segrue | BVSD |
| Ian Swallow | BCHA |
| Alternates | Entity |
| Susan Lambert | TLAG |

Representation

Members will be representing their respective entities' perspectives in the discussion. They will consult with their respective colleagues, leadership, and/or constituents between meetings to ensure that they are able to provide effective representation.

Subcommittees

The Stakeholder Group may create subcommittees if they are needed or desired. Subcommittees will have a clear charge from the Group and will not have decision-making authority on behalf of or in lieu of the full Stakeholder Group.

**TWIN LAKES STAKEHOLDER GROUP
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Decision Making

The Stakeholder Group will strive to reach decisions by consensus. If consensus cannot be reached, the number of Group members supporting and opposing a specific proposal or recommendation will be noted in the meeting summary and in a final report, along with the associated reasons for both supporting and opposing perspectives. For any decision point, two TLAG, one BCHA, and one BVSD representative must be present.

The Stakeholder Group will provide input to City of Boulder (City) and Boulder County (County) staff as they consider proposed changes to the land use designation for the properties in the Boulder Valley Comprehensive Plan and made recommendations to the 4 deciding bodies overseeing the Comp Plan. Staff is committed to taking recommendations from the Stakeholder Group very seriously as part of the Comp Plan review process. City Council, the Board of County Commissioners, the City of Boulder Planning Board, and the Boulder County Planning Commission will receive the full set of items agreed to among the parties and any recommendations from the Stakeholder Group. The four decision-making bodies are not bound to honor the recommendations of the Group but are expected to review them and give them due consideration.

Agency Roles

Members of City of Boulder and Boulder County staff are expected to participate in Stakeholder Group meetings as informational resources, but they are not parties to the discussion and their consent is not required for the group to find agreement. City and County staff will work with the facilitator prior to each meeting to ensure the appropriate technical, policy, and planning information and documents are made available to the group. Staff may also provide the facilitator with suggestions for the process, but the facilitator and the stakeholder group will determine how the process will proceed. While the City and County will be paying the facilitator, the facilitator will work for the Stakeholder Group and will not be directed by the City or the County.

Public Meetings

All Stakeholder Group meetings are public. All meeting locations, agendas, and finalized meeting summaries will be posted on the City of Boulder website. Links will also be provided from the County website.

Public Participation

Public comment will be received in writing. All comments should be submitted to the facilitator (heather@peakfacilitation.com). The facilitator will distribute all comments received to all members of the Stakeholder Group. City staff will post comments on the website no less frequently than once every two weeks. Those submitting public comments are encouraged to focus comments on the work of the Stakeholder Group at its meetings and to frame them in a constructive manner.

Documentation

The facilitation team is responsible for preparing timely and detailed meeting summaries. Draft summaries will be distributed to the Stakeholder Group within one week of each meeting. Suggestions for revision will be invited with a comment deadline provided. The facilitation team will use their judgment about which proposed changes can simply be made to the draft summary and which, if any, require the discussion and consent of the group. Final meeting summaries will be distributed to the Stakeholder Group and posted to the website. Draft documents will not be circulated outside of the Stakeholder Group and immediate staff support team.

**TWIN LAKES STAKEHOLDER GROUP
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Meeting Frequency and Duration

The Stakeholder Group will meet every other Wednesday in the afternoon/evening. Meetings will be 3 hours in length and will occur in or around Gunbarrel as much as possible.

Media Interaction

Stakeholder Group members may speak to the media to express their own perspectives but will not represent the opinions of the Group as a whole or of any other members.

Other Interactions

Members will refrain from representing the opinions of other members or the entire Stakeholder Group when interacting with City Council members.

Transparency

If something noteworthy or impactful to this process occurs outside of meeting time, members will share that information with each other to foster a trusting environment. Members can share any pertinent information during meeting time or email it to the facilitator for dissemination. Requests for information from the City or County should be streamlined whenever possible.

ATTACHMENT C: MEETING SUMMARIES

Twin Lakes Stakeholder Group (TLSG)

Wednesday, April 13, 2016

Meeting Summary - Final

Attendance:

Stakeholders: Frank Alexander, Norrie Boyd, Susan Lambert, Glen Segrue, Marty Streim, Lisa Sundell, Ian Swallow

City and County Staff: Dale Case, Deb Gardner, Michelle Krezek, Susan Richstone, Mary Young, Bob Yates

Facilitation: Heather Bergman and Katie Waller

Next Steps

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|-------------------|---|
| <i>All</i> | <ul style="list-style-type: none">• Send all technical questions to Heather so she can send them to staff.• Prepare a 10-minute summary of each stakeholder group's interests. |
| <i>Heather</i> | Send out poll regarding future meeting dates. |
| <i>City Staff</i> | Reserve a room for the next meeting. |

City Council Motion

Mary Young, Boulder City Council member, summarized her perspective and intent behind the Council motion that initiated this facilitated process. She had participated in a facilitated dialogue related to a similar situation and found it to be successful at bringing parties together and building relationships. She hoped to create an opportunity for a similar success story on Twin Lakes. She reported the following vision for the motion, noting that it was her description of her intent for the motion.

- The idea of the motion was to get participants to a place that might not be perfect but everyone can live with.
- Studies such as those referenced in the motion were not intended to inform the land use designation in the Boulder Valley Comp Plan (BVCP) as this level of detail is not conducted for a land use change request. Rather, they were intended to inform a potential site plan. There is a long lead time on these studies (up to 2 years), so getting them started now is beneficial. Council encouraged Boulder County to begin the studies. However, this Stakeholder Group can provide suggestions for questions to be included in those studies, or could ask for additional. Any additional studies identified through this process would be the responsibility of the site developer, as is typical, not the City of Boulder staff.
- The starting number of units envisioned while drafting the motion was 6 to 12 because anything higher was an important concern for TLAG. The motion as drafted did not envision zero as a number of units nor did it envision open space as an option on the whole property. Council moved forward both of the proposed land use designation changes (one for increased density and one for open space) and the motion recognized that there might be a community benefit in having some part of the properties as open space for a wildlife buffer or corridor.
- Drafting of the motion considered the option of creating a new land use designation that would hold any future owner or developer of the land to a maximum number of units.
- The motion refers to the BVCP timeline and is intended to indicate the need for completion of the facilitated dialogue in time for the Stakeholder Group's recommendations to inform staff recommendations about the land use designation for the Twin Lakes properties. Staff

aims to submit those recommendations by mid-summer, with the four review bodies making their decisions in the fall.

- This was the thinking that went into drafting Council motion. Others may interpret the motion differently.

Bob Yates, Boulder City Council member, added his perspective to Mary's summary of the Council motion.

- We put this motion together over a weekend. This motion was intended as Council's signal to the parties telling them what information we wanted to see. Council is not averse to receiving additional information beyond what is in the motion. The more information the better.
- This is a bit of an experiment. We are trying to make parties get on the same page. We want this to serve as a model for future developments. We do not want to do things over objections from people in the community. We want things that people can live with; we do not want binary decisions. We want people to find common ground.
- Thanks for coming to this in good faith. I am optimistic we can come up with something everyone can live with.

Deb Gardner, Boulder County Commissioner shared the perspective of the Commissioners.

- We are committed to the process, and we want to end in a place where we are working together to solve the issue of affordable housing.
- This is a great conversation for us to have, though it is a tough conversation. If we all come in good faith, we are going to be able to be successful and create a model for other developments.
- #36 is still on the table.
- Commissioners and BCHA are committed to the process and want to end up at a place we are all working together to solve Housing Crisis in County.

City and County Planning Process

Susan Richstone of the City of Boulder Planning, Housing, and Sustainability Department provided an explanation of the City and County development process. Below are highlights of this presentation.

- The City development review process takes quite a while before there is actually any building on a piece of property.
- The various applications in the City Development Review Process (annexation/ initial zoning, concept plan, site review) can happen concurrently or at different times. Items #1 and #2 in the City Council motion fall under the BVCP. Item #3 in the motion falls under the City development review process.
- Both the Boulder Valley Comprehensive Plan and the City Development Review Process offer multiple opportunities for the public to provide feedback and input.
- Input received through this process will be used to inform other steps throughout the development phases.
- The 5-year Boulder Valley Comprehensive Plan update process is currently underway and is a joint effort between the City and the County to guide development for the Boulder Valley.
- Regarding future land use, land located in Area II is eligible for City annexation, and land located in Area III (Rural Preservation Area) is intended to stay an undeveloped rural preservation area.
- Twin Lakes has long been considered Area II, meaning it has an option for annexation and urban development.

- The concept of service areas was developed in the 1970s to show which areas in the Valley would be suitable for future development; the boundaries of designated areas have not been changed significantly since they were created. This concept of service areas informed the designation of Twin Lakes as within Area II, as did many studies. (Note: This information was provided in response to a question about why the Twin Lakes parcels were designated as Area II. Pete Fogg from Boulder County also noted that land use designation of Low Density Residential (LDR) most closely matched the general trend for County zoning in that area, as the parcels are in unincorporated Boulder County.)
- The definition of “public” depends on the ownership of the land at the time
- Twin Lakes was most likely initially designated as a low-density property due to its surroundings
- The land use designation of Low Density Residential (LDR) most closely matched the general trend for County zoning in the area, as the parcels are in unincorporated Boulder County.
- Gunbarrel has been included in the city’s service area and eligible for annexation for quite a while.
- The intergovernmental agreement between the City and the County stating that growth should occur within the City of Boulder rather than in the County was initially groundbreaking in the state.
- Service areas were created so that Boulder was not doing continual annexation on the fringe of the city.
- It has been the state intent of the BVCP for decades to annex lands in the service area into the City. Boulder County no longer approves developments that are urban in nature, requirement the full range of urban services.
- The county does not do development, and there has been an intent for decades to annex areas in the service area into the City.
- It is anticipated that the recommendations for land use changes will come through later in the summer and the four bodies (City Council, City Planning Board, County Commissioners, and County Planning Commission) will review the recommended changes in the fall.
- The BVCP update process includes taking public requests for land use changes, but is also working with consultants to assess the options for growth to meet desired outcomes consistent with the policies in the Plan which will likely identify additional areas for land use changes.
- Permanently affordable housing is considered a community benefit; however, what constitutes “community” is undefined.
- Status quo is the current designation; any changes from the status quo require approval of the four bodies. The proposed land use changes will be analyzed relative the current designation.
- In general, changes must be approved by each of the four bodies; each body has veto power.
- Any proposed changes to land use designations will be analyzed relative to the current designation.
- To make a land use change: there is a template with criteria; basic analysis is done (example surveying, wetlands); information that already exists and is readily accessible is used; analysis and studies are done at a high level; and land owners must do their own due diligence.
- When any area is recommended for a change in land use designation, staff will analyze the recommendation and also consider other appropriate new land use designations. They will also look at implications of changes.

- The four bodies have asked staff to look at land use designation change requests #35 and #36 regarding Twin Lakes; staff will use their professional judgement when considering all possible land use designations.
- The concept plan step in the City Development Review Process allows for public input and helps the applicant to understand the community needs and concerns in hopes of creating a more successful application.
- City Council can call up concept plans to better understand the project; however, this does not happen often.
- The site review process is a criteria-based decision and is meant to encourage innovation.
- Staff reviews site plans and makes recommendations to the Planning Board regarding the project's future; City Council has the option to call up a project from site review, but this does not happen often.
- A site review is only completed concurrent to or after an annexation process.
- When the City chooses to annex land, the zoning designation must be consistent with the BVCP designation.
- Annexation is informed by significant policy and criteria, including a consideration for community benefit.
- The BVCP does not differentiate between community and public benefit, although community benefit is something that will be addressed during the current BVCP process.
- The BVCP addresses community benefits in regards to annexation in policy 1.24 (d), stating that, "In order to reduce the negative impacts of new development in the Boulder Valley, the city will annex Area II land with significant development or redevelopment potential only if the annexation provides a special opportunity or benefit to the city."
- The City analyzes a range of benefits when considering annexation, including affordable housing, environmental issues, and historic preservation.
- City Council makes the final decision regarding annexation.
- The final steps in the development process are mostly comprised of technical work and reviews; the Technical Document Review typically takes about two or three months.

Questions and Answers

After listening to the Planning presentation, Group members asked City and County staff questions. Questions are indicated in italics, following by the answer.

Is there a public process to evaluate land use designation changes proposed in the BVCP?

The entire BVCP process is public. Staff will be creating scenarios and analyzing options for land use designation changes. So far, there have only been land use map changes proposed as part of the public request process.. Staff is looking at policy and land use map changes in the BVCP. Most land use changes require approval by all four bodies. Once a land use change is approved, it is effective immediately and is not dependent on the time required to finish the BVCP process.

If Item 1 in the City Council motion is not intended to apply to the land use designation, what does staff use to decide what will be changed?

Staff is working to create criteria that will be used to evaluate all land use requests. The analysis is fairly basic and assesses compatibility with the surrounding land uses. Staff also examines environmental considerations and any other information that is readily available. Staff assumes the landowner will do the necessary studies to determine whether and how their proposed development would be feasible on the site. Additional high-level studies are occasionally done on a case-by-case basis.

When are studies completed during the phases of development?

At the time of site review, applicants are asked to complete any studies needed to provide the necessary details to properly assess the project. This is after the land use designation has already been determined. This information is used throughout the development approval process. The level of detail provided by in-depth technical studies is not used to inform the land use designation process, but rather the site plan. City and County staff will divide initial concerns into two categories – those which will be reviewed initially at a higher level, and those which will be researched late in greater depth.

To what extent do changed land use designations hold through the annexation process?

Normally the land use designation would hold through the annexation process, but Council may change that policy if they feel there has been new information introduced. Further studies could whittle down density designations based on additional findings.

How will this conversation continue to inform the development process later down the line?

This process will not include completing more studies, but the City and County can bring in technical staff to further explain the existing information and what information would be required in the future to inform the evaluation of development applications.

If the process goes forward and requires additional information, how does this information get back to the four deciding bodies?

This depends on the outcome of the conversation. All meeting summaries will be public record and will be used to inform the BVCP. If the Stakeholder Group comes to an agreement, that agreement can be presented as a recommendation for staff to pass on to the deciding bodies. This process has been designed to be transparent, so all the information used to inform these discussions will also be available to the deciding bodies. In the past, staff has usually incorporated stakeholder feedback into their recommendations. The staff present at these meetings will use the provided information to inform their work. These discussions will be used to inform land use designation.

Is there a process for individuals, groups, or the Stakeholder Group to suggest a new category of land use designations?

This is an item that is open for discussion and is a possibility. There are a few options; including staff making the suggested changes that come from this group. There are some recommendations that may suggest a different land use designation the group is encouraged to discuss different density ranges for designations or other similar issues.

If some of this Group's discussion is considering new designations or changes, how would that impact the timeline?

These types of recommendations could still fit in the same timeline. Assuming that recommendations are brought to the four bodies more than once, the land use changes will more likely come earlier in the process; however, this is not a guarantee that these changes can be brought early.

What is the proposed start date for the next phase of the BVCP process?

Staff recommendations regarding the land use change requests will most likely happen in late summer. There will also be built-in time for public comment before the staff recommendations are presented to the four bodies.

Is it typical for staff to make land use designation recommendations for parcels of undeveloped land based on a particular or proposed project, rather than basing the decision on the land itself and its surroundings?

Theoretically, parcels are evaluated based on surrounding land. However, this parcel has already been designated for development. Having a specific project in mind typically makes it easier for neighbors and the community to understand what the designation or proposal may look like. Specific projects are not used in land use designation change conversations to assess the details of the project design, but rather to better understand the development's character. Often times, having this discussion with a project in mind happens long before a project is ever slated to begin construction. This helps ensure that expectations are set for future development, even if the people involved in the project change. It's difficult for people to look at a color on map and envision what development will look like. It is important to think about it in terms of what it might actually look like--not detailed project design but at level of character development. This is more easily done when there's a project on the table.

All four governing bodies passed TLAG's request #36 for Open Space with no strings attached. We (TLAG) therefore and likewise view our request for #36 Open Space as fully on the facilitated discussion table with no strings attached.

From the staff perspective, the request to evaluate Twin Lakes for an open space designation is on the table for the four bodies as part of their analysis. In terms of past BVCP updates, it is rare that a parcel designated for development would be given an open space designation, especially when both the City and County Open Space departments have reviewed the parcels and do not identify them as candidates for acquisition. It is possible that part of the parcel can be designated as open space. Also, there are other environmental designations to be considered for part of the parcel. Staff understood that the context of #36 moving forward was as Council member Young stated at the beginning- to explore the potential for a portion of the property to have an open space designation but the assumption is not that there would be zero units on the property.

Staff stated Open Space cannot be created in Area II. Is the County-owned Twin Lakes Open Space located in Area II?

Yes. Twin Lakes was part of part of Area II before it was acquired by County Parks and Open Space.

Staff also provided the following comments:

- It is not likely that the planning reserve will be opened based on land use change recommendations.
- Any land use change will be based on what type of development or use is best for each particular site rather than a tradeoff with other recommended changes.
- Sub-community planning as it relates to Gunbarrel and its future annexation will have an impact on any development at Twin Lakes.

Process Proposal

As this is the first meeting of the Twin Lakes Stakeholder Group, the Group must still decide its timeline as well as the issues to be addressed. After reviewing the proposed process document, the Group discussed the meeting process and needs. Below are some comments from this discussion:

- The provided outline serves as a guideline for meetings and can be altered as needed.
- The Group is not ready to plan content for six meetings into the future.
- It is up to Group members if the Group's decision should be brought before the public for feedback.

- The Stakeholder Group can decide if they are going to ask for public feedback before finalizing recommendations based on the idea that the stakeholders in this group represent public opinion.
- Meetings must be done by early summer.
- It would be beneficial if all stakeholders understood and were on the same page regarding the previously completed technical studies and existing parameters. The City and County have some technical studies available, but there is still more information needed such as transportation needs information.
- It is useful to hear a review of the technical data, but it is also important to hear the personal perspectives so the Group can better understand the community disconnects; this process will not be a substitute for all the steps that will happen during the next phases of development.
- Lots of data has already been collected regarding development in Twin Lakes; sharing this information should be streamlined in order to prioritize meeting time.
- It is just as important to document stakeholder perspectives as it is to review the technical studies.
- The idea of sub-community planning is a much larger issue within the City and will likely not be solved in this conversation.
- Sub-community planning is not needed to determine land use on this property. Gunbarrel doesn't have much land left to develop, so it does not need a sub-community plan.
- After the Stakeholder Group has finished its discussion, there are still many necessary steps in the future that will require citizen involvement regarding building a better community with strong ties and proposing any future development in the most appropriate manner.
- BCHA is here because they are developers.
- One of BCHA's top priorities is to listen and integrate into the community.
- BCHA acknowledges that studies could take 2 years, not 2 months.

Considering the above points, the Group decided to make sure to focus on gathering and sharing necessary information as it relates to community and stakeholder perspectives as well as technical studies.

TLSG Protocols

The Group discussed the protocols that will be guiding the group throughout the remainder of the meetings. Below is a summary of this discussion.

Group Name

Stakeholders were content with the name Twin Lakes Stakeholder Group (TLSG).

Purpose

Stakeholders discussed the following points as they relate to the purpose of the TLSG:

- There are differences between a community, the public, and neighborhoods; it seems as though the words are sometimes used interchangeably when really the focus should be on the neighborhood perspective and the greater good of the community.
- The Group should review technical information and shared interests between stakeholders.
- There is a difference between neighborhood and community needs.
- It would be useful to have planning staff involved in the conversations as much as possible so that the conversation will remain consistent and applicable for any future actions.
- The Group needs to consider the impacts of annexation on the rural look and feel of the affected areas, especially amenities such as wildlife corridors, parks, and open space.

The group agreed that the purpose of the TLSG is to provide recommendations to Boulder Planning, Housing, and Sustainability staff regarding land use designation and any related issues or concerns at Twin Lakes.

Participants had differing opinions on the purpose of the group. Some thought the goal was to work with neighbors to create a neighborhood/community; other envision an evaluation of both land use change proposals.

Membership and Alternates

City Council indicated which stakeholder groups should be part of the facilitated dialogue: Twin Lakes Action Group (TLAG), Boulder Valley School District (BVSD), and Boulder County Housing Authority (BCHA). The group agreed that each entity can have up to three representatives participating in the discussion. Each entity may have up to two named alternates. The permanent members are responsible for ensuring that alternates are up-to-date on all discussion points and can fully engage in the conversation.

Representation

Stakeholders will be representing their organization in all discussion unless they specifically indicate otherwise.

Subcommittees

The Group may create subcommittees if they are needed or desired. Subcommittee membership, function, public notification, and other issues will be explicitly stated if and when subcommittees are established. In any case, subcommittees will not have decision-making authority on behalf of or in lieu of the full Stakeholder Group.

Decision Making

The Stakeholder Group will strive to reach decisions by consensus with the understanding that these discussions are not binding for entire entities. Consensus decision making means that all parties can live with the proposed agreement, and leaves the option for no agreement or agreeing to disagree. If consensus cannot be reached, perspectives of those supporting or opposing a specific proposal or recommendation will be noted in the meeting summary and reported to City staff. Named stakeholders who are not able to attend a meeting are allowed to provide the facilitator with their opinion on a decision point for the Group's consideration. Preliminary agreements will be reached at an initial meeting, and the agreement will be revisited at the beginning of the next meeting to ensure each entity is able to bring it back to their constituents or employees. For any Group decision to be final, two TLAG, one BCHA, and one BVSD representative must be present. City and County staff is not bound by any of the recommendations coming out of these discussions, but will thoroughly incorporate them into any future recommendations.

Agency Roles

City and County staff will attend all meetings in an advisory role to provide necessary background information and other applicable context. They are not members of the Group.

Public Meetings

All meetings are public, but stakeholder groups will be allowed space to privately caucus. All meeting locations, agendas, and finalized summaries will be posted on a TLSG webpage on the City of Boulder website; the County will link to this website.

Public Participation

Stakeholders discussed the following points regarding public participation at TLSG meetings:

- Public comment is useful but can slow down meetings.
- It is assumed that stakeholders are collecting public comment outside of the meeting in order to represent these opinions.
- Any public comment should be focused on the agenda items.
- There should be time limits for public comment.
- Public comment should be substantial and not just show of numbers.

The Group will come back to this topic at the next meeting, after TLAG has been able to discuss the varying approaches to and perspectives on public comment at meetings with its members.

Documentation

Peak Facilitation will provide a detailed meeting summary of each meeting. Group members will be able to edit each meeting summary. Any substantive changes to meeting summaries must be approved by the entire group, especially if they impact outcomes. All final meeting summaries will be posted on the City website.

Meetings

Taking into consideration the staff workload to prepare for these meetings, the Group will meet every other week on Wednesdays for three hours. Heather Bergman will send out a poll asking participants for the best meeting times.

Media Interaction

Members may speak to the media to express their own perspectives but will not represent the opinions of the Group as a whole or of any other members. City and County staff can speak to factual information or processes, but will refrain from representing the opinions of any participants.

Other Interactions

Members may speak to whoever they choose regarding this process, as long as they are expressing their own perspectives and not the opinions of the Group as a whole or of any other members.

Transparency

If something noteworthy or impactful of this process occurs outside of meeting time, members should share that information with each other to foster a trusting environment. Members can share any pertinent information during meeting time or email it to the facilitator for dissemination. Requests for information from the City or County should be streamlined whenever possible.

Next Meeting

The next meeting will happen on Wednesday, April 27 from 4:00 PM to 7:00 PM. City staff will work on a meeting location and this will be send out to the Group as soon as possible. During the next meeting, each stakeholder group will present a 10-minute summary of their interests. Participants should send all technical questions and needs to the facilitator so they can be addressed by staff prior to the meeting.

Twin Lakes Stakeholder Group (TLSG)

Wednesday, April 27, 2016

Meeting Summary - Final

Attendance

Stakeholders: Frank Alexander, Norrie Boyd, Brian Lay, Rolf Munson, Dave Rechberger, Glen Segrue

City and County Staff: Dale Case, Michelle Krezek, Susan Richstone, Jay Sugnet

Facilitation: Heather Bergman and Katie Waller

Approximately 20 members of the public were present.

Meeting summaries are a record of what was said at each meeting. A statement's inclusion does not mean that all Stakeholders agree to its accuracy or intention.

Next Steps

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| <i>All</i> | Send Heather any additional changes to the 4/14/16 meeting summary by 4/28/16. |
| <i>Heather</i> | <ul style="list-style-type: none">• Send out revised meeting summary and protocols.• Send out City criteria for land use changes.• Send out an electronic version of the Affordable Housing Unit Distribution Map.• Send out the aggregated BVSD survey results.• Send out TLAG feedback regarding BCHA's hydrologist's scope of work. |
| <i>City and County staff</i> | <ul style="list-style-type: none">• Check City and County TLSG websites to ensure that there is no link to BCHA unless there is also a link to the TLAG website.• Send Heather the City criteria for the city's site review and rezoning processes.• Send Heather an electronic version of the Affordable Housing Unit Distribution Map.• Get more information from the Open Space direction to better explain how Twin Lakes fits into their portfolio of properties. |
| <i>Glen</i> | Send Heather the aggregated BVSD survey results. |
| <i>Michelle, Dave, and Heather</i> | Coordinate providing Boulder City Council with the complete docket of the ethics packet. |
| <i>TLAG</i> | Provide hydrology feedback on the scope of work of BCHA's site review hydrologist by Wednesday, May 4. |

Draft Meeting Summary for April 28, 2016

Stakeholders reviewed the proposed changes to the summary of the April 14, 2016, meeting. Participants were asked to make changes that included adding further detail, clarifying their own statements, or correcting inaccuracies but were asked to refrain from clarifying the statements of other participants. As a reminder, meeting summaries are meant to capture the concepts and intentions of the meeting without reporting what was said verbatim. Meeting summaries reflect what was said at the meeting, and a statement's inclusion does not mean all stakeholders agree with its accuracy. Below is a summary of the changes discussed by the Stakeholder group. The final meeting summary from the April 14 meeting (posted on the City of Boulder website) reflects the outcomes of the Stakeholder Group's discussion.

Draft Group Protocols

Based on the discussion at the last meeting, the facilitator prepared a draft of the TLSG Protocols. The group reviewed and discussed this document; below is a summary of this discussion.

- There are no necessary changes to the following sections – Representation, Subcommittees, Decision Making, Agency Roles, Documentation, Meeting Frequency and Duration, Media Interaction, Other Interactions, or Transparency.
- Going forward, the TLAG representatives will be Brian Lay, Rolf Munson, and Dave Rechberger; Susan Lambert will be the only TLAG alternate until further notice.
- City and County staff will check their respective websites to ensure that there is no link to the Boulder County Housing Authority (BCHA) unless there is also a link to the TLAG website.
- TLAG proposed that all public comment be taken in writing and distributed to the full group to retain meeting efficiency while still enabling a dialogue with engaged citizens; others thought that receiving public comment in writing could encourage off-topic comments, and reviewing the comments could be needlessly burdensome to the Group.
 - The Group agreed to the following protocol regarding public participation: “Public comment will be received in writing. All comments should be submitted to the facilitator (heather@peakfacilitation.com). The facilitator will distribute all comments received to all members of the Stakeholder Group. City Staff will post comments on the website no less frequently than once every two weeks. Those submitting public comments are encouraged to focus comments on the work of the Stakeholder Group at its meetings and to frame them in a constructive manner.”
 - It is the responsibility of individual stakeholders to raise in meetings any questions or concerns received in the written public comment.
 - This process can be revised or altered at any point in the future should the Stakeholders desire.
- Regarding transparency, the Stakeholder Group agreed to share anything that they know will happen that relates to the Twin Lakes properties and any associated processes. The Stakeholder Group also agreed that the current language in the Protocols document does not need to be altered to capture this sentiment.
- As a matter of transparency, TLAG shared that they received a request from a member of the Boulder City Council to provide a complete docket for the ethics packet that was published, although they have not done so yet; they feel that it is necessary to honor this request from a Council member. County staff indicated that since the ethics protocol is not usually public, it would be best for TLAG to wait to fulfill this request until the County attorney has a chance to review it. Michelle Krezek, Dave Rechberger, and Heather Bergman will coordinate on the appropriate response to this request.

With the inclusion of the above changes, the Stakeholder Group finalized the TLSG Protocols. The final document has been posted to the City of Boulder webpage.

Interests

Each stakeholder organization was asked to prepare a short presentation outlining their interests as they pertain to Twin Lakes. Below is a summary of each presentation. The PowerPoint presentations from BCHA/BVSD and TLAG have been posted to the City of Boulder website.

Boulder County Housing Authority (BCHA) and Boulder Valley School District (BVSD)

- There is an affordable housing crisis in the area, and many employees cannot afford to rent or own housing close to the communities in which they work, partially due to low vacancy rates and high prices.

- While average home values and average rent amounts have increased 35 percent and 30 percent, respectively, between 2011 and 2015, the median household income has only increased seven percent in this same time frame.
- Data is not immediately available regarding rental increases before the recession in 2008; however, the northern Front Range (Boulder, Greeley, Denver, and Fort Collins) has some of the highest costs in the country.
- The 2015 BVCP survey given to BVSD employees indicated that cost of housing was a top concern, and many expressed interest in affordable housing within District boundaries.
- While there are growth opportunities in other areas of the County, many BVSD employees indicated interest in Gunbarrel housing; this development could help cut down on commute times and bring employees into the folds of the communities within which they work.
- BVSD and BCHA are pursuing the Twin Lakes site because it offers permanently affordable housing in Gunbarrel. This would add housing in an area with limited development opportunities.
- A partnership between BCHA and BVSD is a once-in-a-generation opportunity; it allows for better site design, takes advantage of each organization's particular skills, and better serves the community than if this effort were to be undertaken by only one of the two.
- This shared effort will provide a permanently affordable housing development that benefits those living in the community as well as neighbors, the environment, and wildlife.
- The goal of this project is to keep people from having to spend more than 30 percent of their income on rent.
- US Department of Housing and Urban Development (HUD) standard of affordability indicates that those spending more than 30 percent of their income are cost burdened, while those spending more than 50 percent are considered severely cost burdened. These numbers are for rental, and the threshold is different for ownership.
- BVSD is planning on completing additional research to better identify the average median income (AMI) that could be accommodated on the Twin Lakes parcels, but it would most likely include a broad range of AMI's, possibly above 60 or 70 percent.
- Other school districts across the country, including the Roaring Fork School District and Telluride in Colorado, are working to provide permanent housing for their employees. School district housing in Telluride ranges from apartment units to higher-end, deed-restricted homes.
- Collaborative planning efforts have been successful in the past at creating better designs, more community ownership, and mutual benefits for all involved parties.
- BCHA undertook a collaborative planning effort in Lyons, and they were able to use community feedback and values to create a better design, although the development was not constructed after failing to pass a public vote.
- The Kestral development in Louisville was designed with the input of City staff as well as 17 community meetings, each tailored to different demographics; the feedback was used to influence the design and mitigate issues that were worrying to community members. The feedback ended up impacting the initial design to include more one-bedroom apartments and mixed units, as well as to be more bike- and pedestrian-friendly.
- BVSD has had a difficult time attracting quality staff and spends most of its operational budget on hiring and paying salaries, and the Human Resources Department has indicated that they have to tell prospective employees about housing farther and farther away from Boulder County due to the high cost for housing.
- The Kestral project in Louisville and recent developments in Lafayette have included parcels for ownership; BCHA projects have prioritized diversity and do not serve only one homogeneous demographic. Rather, they pursue mixed-use development tailored to community needs.

Twin Lakes Action Group (TLAG)

- TLAG's mission is to protect the zoned rural-residential look and feel of their neighborhoods and adjacent lands.
- The group questions if any development along Twin Lakes Road is appropriate, hence their submittal of Proposal #36 asking for an Open Space designation.
- TLAG wants to be a part of the discussion, and not just an informed party, especially since their members' neighborhoods will see the highest impact from any development.
- Future land use changes should be rooted in science and fact, rather than emotions and crisis
- TLAG has been asked to decrease the Colorado Open Records Act (CORA) requests, but these would not be necessary if the entire process were open.
- The process regarding Twin Lakes has, so far, not seemed to be level for all players.
- The possibility of having 18 units per acre on the parcels is not in line with current densities or proposal #36.
- The median density in the existing community of 422 units is 4.7 units per acre; constructing six to 12 units per acre would lead to a 56 percent increase in density, and construction of the full MXR would increase density by 85%
- There have been ten water main breaks in Red Fox Hills recently, showing that the water infrastructure is not prepared for an increase in density. There are questions as to adding more density in this area makes sense given the current strain on water infrastructure.
- Any new development would require new stormwater systems, as well as improved County roads.
- There are many concerns regarding the hydrology of the area, especially after the most recent flood. The water table is only 2 feet below grade with clay LoB soils.
- The area south of Twin Lakes has been planned as open space in the BVCP since 1970 due to its suitability as a wildlife corridor.
- The US Department of Agriculture (USDA), Natural Resources Conservation Services (NRCS), and Farmland Protection Policy Act (FPPA) have acknowledged the importance of preserving and protecting agricultural lands, as did the original BVCP. Both parcels are designated Prime Farmland and Farmland of Statewide importance.
- Gunbarrel has grown significantly without an increase or improvement in infrastructure, a problem that has led to many issues in the area.
- This area should not be developed until there is a sub-community plan for the area.
- Developing the Twin Lakes parcels could cost the taxpayers money if the City has to compensate people for flooding due to hydrological issues caused by development.
- If this property is annexed into the City of Boulder, it sets a dangerous precedent for creating contiguity through Open Space and the potential of creating enclaves in the future.
- Developing this property could set regrettable legal precedents.
- Land use changes are long-term and follow properties into the future and should not be based on a single purpose or particular project.

Identified Interests

Through the previous presentations, all stakeholder interests were captured by the facilitator on chart paper. Interests are meant to capture *why* certain needs are identified, rather than *what* each entity wants. Creating a list of interests allows for creative solutions that are more likely to be acceptable to all those involved. The subsequent list of interests was agreed upon by the Group and will be published on each meeting agenda going forward.

- Meet housing needs.
- Provide affordable housing needs for workers of BVSD and other entities.
- Utilize land that is near existing infrastructure and jobs.

- Plan both sites of Twin Lakes together.
- Create program synergies between BVSD and BCHA.
- Create broad community support.
- Protect the environment and wildlife.
- Develop neighborhood amenities.
- Develop property to meet community interests and needs.
- Retain teachers and other employees throughout the County.
- Develop a vision and plan for Gunbarrel.
- Avoid setting regrettable legal precedents.
- Be able to offer permanent affordable housing as a recruitment tool for new teachers.
- Protect the rural-residential feel of the neighborhoods and surrounding lands.
- Collaborate on the creation of information and entire discussion.
- Base decisions in facts and science.
- Allow for a transparent process and open discussions.
- Allow all parties to remain up-to-date and informed on the progress of the process.
- Protect homes that already exist.
- Ensure ability to maintain infrastructure.
- Preserve agricultural lands.
- Move the process along at an appropriate pace.
- Learn from and improve on past projects.

Questions for City and County Staff

Before the meeting, Stakeholders were asked to submit questions for City and County staff in writing. Below are the questions answered during this meeting. The responses include additional comments made in response to follow-up questions raised during the meeting.

Explain how evaluation for the BVCP can be so comprehensive when it does not address Gunbarrel as a sub-community. Why does such a plan only address individual properties?

The BVCP is an overarching policy that guides city-wide development at higher levels, including zoning. There is a difference between community and sub-community plans: sub-community plans are typically done in areas where change is anticipated and are developed through a separate process from the BVCP. As a land use designation change process, the BVCP looks at individual parcels of land so that zoning changes are compatible with adjacent properties and in line with the overarching policy framework for the City and County. All land use changes are a legislative issue of City and County policy. Alternately, zoning is a quasi-judicial, regulatory process. Land use changes take into consideration the City's and County's ability to provide the necessary public services, and the BVCP includes an urban form diagram that looks at the hierarchy of centers and overall urban form. The City will not necessarily look at individual private service providers, such as the number of gas stations, but will reassess any land designation that will have a negative impact on urban services.

What are the criteria for land use changes?

The criteria used in the site planning and rezoning processes for zoning changes are listed on the City website. Staff will send this to the facilitator, and it will be disseminated to the Group.

How does the City review and update sub-community plans?

Updating sub-community plans takes a significant investment of time on the part of staff. City Council has indicated that they would like to do more sub-community plans, but the capacity is not always available within the staff work plan. City Council sets staff's priorities for the year. Sub-community plans do not dictate land use designation changes, as a majority of these changes occur outside areas that have such a plan.

If City Council sets the priorities for staff, how do Gunbarrel citizens who reside in the County have a voice to raise the issue of sub-community plans in the yearly work plan?

The four governing body process allows each of the four bodies to have veto power, which allows County residents an equal voice to City residents in the BVCP. Any land use change or annexation must be approved by all four governing bodies to be approved.

How is staff going to specifically and impartially evaluate the merits of two land use changes that have been proposed? Not just discussions on density.

The people evaluating the land use changes are professional staff, just like any other departments. Their job is to analyze the proposed changes against the identified criteria and considerations, and make recommendations. Staff does not make the final decision but provides the necessary information to the four governing bodies.

How often are competing land use changes that are so different evaluated by staff?

It is not unprecedented for neighborhoods or community members to submit change suggestions and proposals. It is not common to assess two competing proposals, but it has happened in the past. What is consistent is that staff will analyze and make recommendations based on what is appropriate, not just mixed use/residential (MXR). Staff will not necessarily recommend a change in a designation simply because that is what the property owner wants.

If Staff can recommend a different land use designation than what is requested, then why wouldn't all proposals ask for high density and let Staff suggest the appropriate land use designation?

The most common request is from a landowner who has a piece of property and wants to increase the density or intensity of allowed use on a site. Staff does an initial screening of the proposal, which does not indicate any sort of recommendation. Any change must be compatible with the surrounding community. Staff can recommend densities in line with the original proposal or something totally different after analysis. Once staff makes recommendations to the four governing bodies, the four bodies do not have to agree with or accept the recommendations. The four governing bodies disagreeing with staff recommendations happens, sometimes just on a portion of the recommendation.

How is each section of the BVCP weighed during the evaluation?

There is no specific weighing of BVCP policies or sections of the Comprehensive Plan as part of the staff analysis. While there are often competing interests, the evaluation process is intended to represent everything the community wants. While the BVCP is an overarching document, updates focus on current policy discussions from the four governing bodies. This year, the update is focusing on housing and affordability.

What percentage of Gunbarrel is affordable in comparison to the broader City of Boulder?

Of the 32 percent of renters in Gunbarrel, 47 percent of them are cost-burdened. The provided map shows where the City has permanently affordable housing that is deed-restricted and includes owner and rental properties. Permanently affordable housing is scattered throughout the City and is not concentrated in any one area. This map shows only City affordable housing and does not include County affordable housing. City staff will send the facilitator an electronic version of this map so it can be more easily analyzed.

How do you ensure that the pendulum does not swing too far the other way with too much density concentrated in Gunbarrel?

City staff can work to model how a proposed development of Twin Lakes would impact this map using a range of densities.

What is the current projected build-out for Gunbarrel in terms of housing and job projections?

The build-out for housing is +825, and the build-out of jobs is +2,429 as of July 2015. This includes the City and Areas I and II in the County.

Does staff look at the distribution of housing by provider when evaluating proposals? Particularly how development at Twin Lakes would impact the total percentage of BCHA affordable housing units?

On the voucher side, BCHA has over 800 units. Although no unit numbers have been identified or solidified, building 200 units on this site would still not be one-third of the total affordable housing units provided by BCHA. BCHA spreads its development throughout the County and has targeted Gunbarrel due to its current lack of affordability and the unique opportunity for a large-scale partnership with BVSD. BCHA is not the only affordable housing provider but does have agreements with all the necessary municipalities. Federal affordable housing funding does not allow development in an already-saturated area and requires significant analysis before anything is finalized.

What are the distinctions between affordable housing, public housing, and Section 8 housing?

Twin Lakes would be affordable housing. Public housing is a specific, specially funded HUD designation, which also allows HUD to operate the development. Affordable housing is typically a private-public partnership that utilizes tax credits. Section 8 housing, sometimes referred to as vouchers, is a subsidy for those eligible for government benefits, similar to food assistance. These vouchers can be used anywhere, and there are 800 vouchers issued throughout the county.

Which zoning designations would likely be applied if the property were to be annexed under its current low-density designation? Mixed-density?

Staff will come back to this question at a later date.

What are some examples of recent developments under these zoning designations throughout the City?

Northfield Commons is a good example where the land use designation was changed from low density residential to medium density residential. 40 to 60 percent of the units are affordable and there is a variety of unit types (single family, duplexes, four and eight plexes). Although the project is not similar to what Twin Lakes could look like, it is in the same density range.

What are some examples of recent development with 6-12 dwelling units per acre?

Additional analysis is underway to answer this question.

Does mixed density typically allow for a broader range of community benefit amenities than the low-density designation?

When staff looks at annexation and zoning designations, the key guidance policies from the BVCP are 1.18 (Growth Requirements) and 1.24 (Annexation) and not the land use designation.

Annexation must provide a special opportunity, but there is no specific designation that requires a certain level of community benefit. The BVCP looks at broad community benefits and benefits to the City. All annexed properties must meet the qualifications listed in policy 1.24.

What percentage of a development is required to be dedicated as open space under mixed density? Low density?

Open Space (with capital letters) is different from open space (without capital letters). Open Space is managed by the Open Space and Mountain Parks (OSMP) department and there is no specific requirement in exchange for annexation. Open space is private open space, typically for each unit and the requirements vary depending on the zoning. As a part of the BVCP analysis process, staff will look to see if there are parts of the property that should not be developed. It is possible for portions of the parcel to be set aside for designations other than open space, such as environmental preservation (e.g. wetland).

Why does BCHA feel the land at 6655 Twin Lakes cannot be developed without annexation?

In the context of policy, the intergovernmental agreement between the City and County articulates that the County will not approve any developments that would require urban densities. This level of development can only occur through annexation. Urban levels of density require urban levels of City services, such as water and sewer, so the property would have to be annexed to meet the needs of that particular parcel. Red Fox Hills is still a part of the County although it has urban-level density because it was able to apply for City services as a subdivision under older development policies. Today, a similar development would be required to be annexed.

Why does BCHA feel annexation through open space does not violate State law?

The County attorney looked at this issue and examined the “skipping rule” in C.R.S. 31-12-104(a)(1). After analysis, it was decided that the City cannot skip over open space to get contiguity, but it does not preclude the County from having open space annexed to get contiguity.

What prevents this annexation and the next open space annexation from creating an enclave via contiguity?

This property is being looked at uniquely from those to the south. It was purchased for different reasons than some of the other open space holdings and is interior to Gunbarrel as compared to any other property. It is different from other County open space properties. Additional open space annexation to create an enclave would be against the policies laid out in the BVCP and would most likely not be approved by all four of the governing bodies – each of which has total veto power. Staff will get more information from the Open Space director to better explain how Twin Lakes fits into the portfolio of properties.

Next Meeting

The Stakeholder Group agreed to meet again. Below is a summary of the discussion to select topics for the next meeting.

- Not all the questions were answered by City staff during today’s presentation due to time restraints.
- Some remaining issues to be addressed are hydrology, open space and additional context for this parcel, and other studies.
- Hydrology will require a lot of time.
- Hydrology as it relate to future development proposals is different from hydrology related to land use designation changes.
- The Stakeholder Group should examine if the existing information being used by City and County staff is still valid and timely.
- TLAG has hired a hydrologist and would like to have them come to the hydrology meeting.
- The City has different engineers involved in the land use designation change process than those involved in the site review process.
- The County does not have engineers that deal with urban levels of development but can bring in floodplain experts to inform the hydrology conversation.
- BCHA has already hired hydrologists to inform the site review process, but they have not been involved in the project long enough to speak in public.
- BCHA would like feedback in writing from TLSCG regarding the scope of work of their hydrologists as it relates to their site review process.
- TLSCG will not have a say in the hiring of BCHA’s hydrologist for the site review phase, but can be involved in the selection of other contractors or consultants for additional studies relating to the land use designation process should they be needed.
- TLAG should provide BCHA with suggestions regarding the hydrologists’ scope of work as soon as possible before the next meeting.

After this discussion, the Group agreed that TLAG and its hydrologist will provide suggestions for the BCHA hydrologist's scope of work by Wednesday, May 4, 2016. The facilitator will disseminate this information to the Group as soon as it is available.

The next meeting for May 11, 2016, has been moved because it conflicts with a large-scale meeting on the BVCP. The next meeting will take place on Thursday, May 19, from 4:00 to 7:00 PM. Staff will begin looking for a meeting venue. The agenda will follow the following order:

- Remaining questions for staff (one hour)
- Hydrology discussion with City and County staff
- TLAG hydrologist perspective
- BCHA hydrologist scope of work
- Parsing of hydrological issues between land use designation and site review processes

Below are the dates and times for the remaining meetings. Meeting locations will be announced when available.

- May 25, 4:00 to 7:00 PM
- June 8, 4:00 to 7:00 PM
- June 23, 4:00 to 7:00 PM

Twin Lakes Stakeholder Group (TLSG)

Wednesday, May 19, 2016

Meeting Summary – Final

Attendance

Stakeholders: Frank Alexander, Norrie Boyd, Brian Lay, Rolf Munson, Dave Rechberger, Glen Segrue, and Ian Swallow

City and County Staff: Dale Case, Pete Fogg, Steven Giang, Michelle Krezek, Dick Smith, Edward Stafford, and Jay Sugnet, Nicole Wobus

Facilitation: Heather Bergman and Katie Waller

Presenters: Dr. Gordon McCurry

Meeting summaries are a record of what was said at each meeting. A statement's inclusion does not mean that all stakeholders agree to its accuracy or intention.

Next Steps

| | |
|------------------------------|---|
| <i>Glen</i> | <ul style="list-style-type: none">• Check with BVSD attorneys about sharing the BVSD interest list raw data results. |
| <i>TLAG</i> | <ul style="list-style-type: none">• Share source regarding an existing sub-designation of open space on 6655 Twin Lakes. |
| <i>City and County staff</i> | <ul style="list-style-type: none">• Provide the source material that informs employment studies referenced during discussion.• Resend the link to the wildlife study.• Provide the most recent hydrology and wildlife study scopes of work to TLSG. |
| <i>Katie</i> | <ul style="list-style-type: none">• Make edits to the meeting summary. |

Updates

At the previous meeting, Boulder Valley School District (BVSD) presented the results of a survey stating that over 500 BVSD employees were interested in affordable housing options within the District boundaries. Some stakeholders thought it was necessary to view a more detailed breakdown of the survey participant information and survey methodology to better understand the results. The breakdown of this information was not available at the time of the meeting, as information was gathered from an interest list, rather than a traditional survey. BVSD explained that the interest invitation was sent to 3000 BVSD employees, and 500 responded. Eight of those employees who responded indicated that they were opposed to the Twin Lakes project. The stakeholders representing Twin Lakes Action Group (TLAG) asked for BVSD to provide a spreadsheet of the raw results with all personal information redacted. BVSD indicated that before the results can be shared, it is necessary to check with BVSD attorneys. Glen Segrue will check in with BVSD attorneys regarding this issue and will provide the requested information if allowed.

TLAG also requested that the City prepare maps showing the concentration of affordable housing within the City of Boulder if Twin Lakes were to be developed at various levels. The City indicated that they will have this information prepared for the meeting that focuses on density, as it would be more appropriate for that discussion.

Public Comment

One public comment was submitted to the Stakeholder Group before the meeting. Some stakeholders requested that City and County staff respond to the submitted question. Below is the summarized question and response.

When the Boulder Valley Comprehensive Plan (BVCP) mentions community benefit in terms of annexation, staff has indicated that the “community” referenced is the broader Boulder Valley community, rather than smaller sub-communities and nearby neighborhoods. Why is there public engagement with those immediately impacted by annexation when this feedback will not be driving the final recommendation or decision?

The definition of community varies based on the context. In the case of the BVCP, the definition of community references the larger Boulder Valley community. Some policies, like annexation, have specific impacts on the City, including providing urban or city services.

Questions for City and County Staff

Members of the public not designated as stakeholder representatives as part of the TLSG facilitated meetings had an opportunity to submit questions for City and County staff in writing following the first meeting. Not all the submitted questions could be answered during the meeting on April 27, 2016. Below are the questions and answers that could not be addressed previously. The responses include additional comments made in response to follow-up questions raised during the meeting.

Why does Boulder County Parks and Open Space feel it is appropriate to allow annexation of open space for Boulder County Housing Authority (BCHA), but not for the Archdiocese? In off-line discussions, the Archdiocese has indicated that they were interested in annexation but did not feel that they had adequate support from Open Space department.

The Archdiocese had general discussions with Parks and Open Space in 2006 about the development process and procedures for their property. No specific plan or request was presented. The Archdiocese chose not to pursue the situation further. Current staff was not involved in this decision so cannot offer any additional insight as to why this decision was reached. County staff shared a statement from Ron Stewart, Boulder County Parks and Open Space Director, regarding the questions about annexation of the Twin Lakes Open Space and the use of open space for additional annexation in Gunbarrel:

“Boulder County Parks and Open Space Department is willing to recommend that the trail corridor on the south of the lakes be annexed because annexation of this trail corridor would not impact the management of this specific open space land. Whether the corridor is within city limits or in the unincorporated county, the property will be managed under Parks and Open Space Rules and Regulations and will continue to be used for the trail. Annexation of this parcel is different than other Open Space parcels in the Gunbarrel area and around Boulder County. This particular open space parcel is adjacent to land that is developed at urban density and, on some of the property’s boundary, land that is already annexed to the City of Boulder. Almost all of Boulder County’s Open Space, on the other hand, is on the rural side of urban areas where it is appropriate that the land remain in the unincorporated county.”

A document was provided by Stakeholders that stated that the Archdiocese approached the Parks and Open Space director and was told that the department would not be supportive of annexation through open space. The Archdiocese has thought about using this site to construct an assisted living home for the elderly.

What does the existing sub-designation of open space on 6655 Twin Lakes mean?

Staff needs additional clarification before being able to answer this question. Twin Lakes Action Group (TLAG) will find the source listing a sub-designation for 6655 Twin Lakes and provide it to the Stakeholder Group to better inform the future discussion.

How can Boulder Valley School District (BVSD) limit eligibility to the property at 6600 Twin Lakes to only BVSD employees when it partners with Boulder County Housing Authority (BCHA) and Boulder Housing Partners (BHP)?

There are numerous models around the country of school districts providing housing for only their employees. BVSD has already consulted with their legal counsel and identified the only obstacle as equal housing laws, which will not be an issue if the demographics of residents match the demographics of the area. Equal housing laws are meant to ensure that protected classes of people are not being discriminated against, and affordable housing opportunities are not disparately impacting one class. For example, senior housing is allowed because it does not create a disparate impact on a protected class of people. The laws exist to avoid excluding certain communities. Before any affordable housing can be offered, a large study must be performed as part of the US Department of Housing and Urban Development (HUD) application. Telluride has been able to successfully implement a similar program, although it is different than what would be implemented in Boulder Valley School District regarding property and ownership types. Roaring Fork School District is also working on a similar program but has experienced some delays due to financing.

How is the latest, very great increase in density in Gunbarrel as a whole evaluated, reviewed and considered when possibly creating additional density? How large of a surrounding area is used to create an "average" density for a particular lot? How is density defined? How do these questions relate to a change in land use designation as part of the BVCP?

Density will be discussed in-depth at a future meeting. Zoning defines density using the measurement of dwelling units per acre. Density, measured as dwelling units per acre, is based on the size of the parcel and not any surrounding area. City staff will calculate net density for any proposed land use changes as they apply to the BVCP. These calculations will be completed in a manner consistent with any future site review or annexation processes.

What types of community benefit have previous annexations supported by staff included?

The most defined and explicit community benefit of annexation in the BVCP is affordable housing. Community benefit can include many considerations, such as historic preservation, open space dedications, or public trails. Considerations for community benefit will be examined not just at the time of annexation, but also during the site review process.

If the developer were to construct a natural open space buffer, would the City be interested in owning and maintaining the open space buffer as a public amenity or would they prefer the developer to own and maintain, or is this open for negotiations? If the developer were to construct a park of two acres or more, would the City be interested in the developer making a public land dedication for the City to own and maintain, or would the City prefer the developer to own and maintain, or is this open for negotiations?

It is too early to tell but this issue will be assessed further in the process. Typically, the City does not want to have many scattered parks throughout the City as it increases costs to maintain, and it is most likely that the developer would own and maintain any public open space. There are different examples in Boulder. The City will maintain the Boulder Jewish Commons Open Space. Northfield Commons has been managed using a public-private partnership; the City typically will manage open space if it has larger community benefits.

What specific studies would be required of the applicant during an annexation/initial zoning/site plan review process?

The site review process and criteria are available on the City of Boulder website -

https://www2.municode.com/library/co/boulder/codes/municipal_code?nodeId=TIT9LAUSCO_CH2REPR_9-2-14SIRE.

When were the last hydrology, traffic, employment, wildlife, and infrastructure studies completed, and what were the results?

All future studies will be discussed at a future meeting; this information is still being collected and will be presented when it is available.

- Prior to the meeting staff provided a compilation and summary of hydrology-related information from County records related to development of the subdivisions in the Twin Lakes area. There is currently more information on the hydrology of the surrounding parcels than the BCHA and BVSD parcels specifically.
- There have been routine traffic counts completed for Twin Lakes Road, but the effects or impacts of development on traffic have not been analyzed at this point.
- Boulder County does not complete employment studies as they do not deal with employment as it pertains to land use designations. There are available employment figures that were developed by City staff for Boulder Valley that show current and projected employment numbers. Additional studies are needed on this issue, as the available information is based on assumptions of City and County capacity through 2040. Pete Fogg with Boulder County can share information prepared by the City as part of the BVCP update process.
- The most current information related to wildlife within the Boulder County's Twin Lakes Open Space area was documented in Boulder County Parks and Open Spaces' Twin Lakes Open Space Resource Evaluation and Management Plan completed in 2004. The Boulder County Comprehensive Plan's Environmental Resources Element was updated in 2014 and the Twin Lakes parcels were not included in the updated maps as having species of concern. County staff originally sent a partial version of the Plan in pdf form in response to a separate question. Nicole Wobus will resend the link to the entire study.
- There have been no infrastructure studies done on the Twin Lakes property, as the City would only be assessing the possibility of providing urban-level utilities.

How does City Council/Planning Commission ensure development is compatible? What are their discretionary tools?

The City Council and Planning Board both have a fair amount of discretion when making a decision. The site review process is very extensive, and criteria must be met but both the City Council and Planning Board have the option to say what they want to see and what they want the developer to do. The County would not be included in site review for a City development.

What are the Regional Transportation District's (RTD) long-term plans for the Diagonal Highway Corridor?

RTD has funded a study for future Bus Rapid Transit (BRT) to begin in the fall for the Boulder-Longmont corridor. The corridor is a top priority, and they have allocated \$3.5 million for preliminary engineering and the National Environmental Protection Act (NEPA) analysis. Ideally, the BRT on this corridor will have portions of dedicated right-of-way so the bus does not get stuck in traffic.

What happens to the properties after any potential developmental tax incentive expires, such as the sunset of the low-income tax credit in 15 years?

When the low-income tax credit sunsets in 15 years, the ownership will change, and the property will be refinanced. However, the property must remain permanently affordable no matter who is the owner. Deed restrictions are covenants that move with the land, so they will always apply. In regards to the Twin Lakes parcels, the specifics of financing have not yet been decided, although low-income tax credits are likely to be used. They typically require a 40-year covenant and permanent affordability restrictions. The City also would require these guarantees to move forward with the annexation process.

What are the precedents of BHP and BCHA to create the “in the City but owned by the County” relationship?

The County owns something within every jurisdiction within the County. Typically, the two parties will sign a memorandum of understanding (MOU) or similar agreement. The same process is followed each time land is annexed from the County into the City.

Additional Questions

Some stakeholders had questions related to items that were discussed at the previous meeting; below are these questions and answers.

Why is it not possible for the costs of development and maintenance to be offset with a large voucher program? Is it possible for the City or County to have similar voucher programs?

The voucher program through HUD is a federally subsidized program and receives its funding through federal allocations by an act of Congress. Increasing the voucher pool does not provide actual housing units, and there are concurrent processes the City and County must follow to take advantage of the federal vouchers. There are local, short-term vouchers available, but they do not have the same fiscal availability as a federal voucher program. Even with federal vouchers, housing is still challenging to find due to increased costs. Vouchers cover the cost of housing up to a certain amount, but there is no longer housing available within the allotted budget, and those using the vouchers are not allowed to make up the difference with their own funds.

Are the benefits in the Boulder Valley Comprehensive Plan (BVCP) referring to benefits to the City or benefits to County residents?

It depends on the context. Annexation is specific to City benefits; however, the City looks at broader benefits when it comes to policies and land use designations for the larger Boulder Valley. As an example, with Palo Park, testimony from County residents was considered equal to City residents.

It is often said that Gunbarrel and Twin Lakes are unique. What prevents another “unique” annexation to create an enclave through contiguity?

There is no checklist for what makes a property or parcel unique. Twin Lakes is a specific site with specific characteristics. There is nothing technically preventing further annexation of open space from happening, but City and County decision makers would use their professional judgment and would reference currently existing policy and criteria when making those types of decisions. There is no cascade event attached to any singular event or annexation. Each situation is examined and judged on its own merit. Regarding the circumstances around Boulder County Parks and Open Space’s acquisition of the Twin Lakes open space, Boulder County Parks and Open Space’s Twin Lakes Open Space Resource Evaluation and Management Plan provides specific information regarding why Twin Lakes was acquired initially.

There have been many questions for City and County planning staff, but this facilitated dialogue was designed to also ensure that staff will be informed when working with and responding to the four bodies. Is staff getting the information they need to make a well-developed recommendation?

Once all stakeholders are on the same page regarding the available information, it would be ideal for the Group to begin to think about the options in a larger and more creative manner, particularly as it comes to possible development scenarios and how they impact the previously-identified interests. The level of detail in this request is unprecedented and is requiring a significant investment of time and resources to answer all the questions being asked.

How is the information from this process being fed back to staff?

There is a team of City and County staff who meet weekly regarding the BVCP. Staff has additional meetings to address all the land use requests, specifically. This is new territory and staff is still learning and trying to figure out how this facilitated dialogue will inform the staff recommendation to policy makers.

Hydrology at Twin Lakes – City and County Perspectives

City and County hydrologist presented information about the current understanding of the hydrology of Twin Lakes and surrounding areas. Below are highlights of these presentations.

- A more detailed analysis will occur later in the process.
- There are many issues that must be considered when talking about hydrology.
- The City regulates surface water and storm water heavily; they do not have utility or regulations for ground water as it pertains to various regulations on development.
- Private engineers and geologists would perform an in-depth study regarding hydrology later in the process to better inform the development process.
- Any analysis associated with the BVCP process would be at a high level in regards to surface water and storm water.
- The annexation process does not require extensive studies on hydrology, but rather looks for large problems that would have no engineering solutions.
- The site review process is more detailed regarding hydrology, and focuses mainly on storm water and surface water; there is not much focus on extensive groundwater modeling as it is not a City utility.
- Issuing building permits allows the City to create requirements that the developer must meet, such as sump pump requirements and foundation types.
- City hydrology staff has input for land use changes during the BVCP process and works closely with BVCP staff when technical issues or questions arise.
- When a property is given a new land use designation with a higher density, there are no guarantees that the development density is going to be allowed at the highest level; the development density recommendations can be changed as more information becomes available.
- The City has not yet adopted the International Building Codes (IBC) for 2015 and still relies on the 2012 IBC; it is an extensive effort to adopt new building codes, and it is more likely that the City will adopt the 2018 IBC.
- Proposals for density or footprint size originate with the applicant at the times of concept plan and site review; City engineers and staff work side by side and are reactive to the proposal that has been submitted.
- If the Twin Lakes parcels were to be annexed to the City of Boulder, the role of County engineers or hydrologists is unclear since the property would be under City control.

- There must be an annexation for any current County property to receive City services or utilities; Red Fox Hills is an exception to the current rule, and it is not possible for any County property to receive these same services without annexation in the future.
- If annexation of Twin Lakes does not go through, an extension of City services and utilities to the property could be problematic.
- City water is currently available in this area because there has always been interest in the annexation of Gunbarrel since 1978.

Hydrology at Twin Lakes – TLAG Perspective

Dave Rechberger presented information about TLAG's interest in and perspective on hydrology in and around Twin Lakes. Below is a summary of his presentation.

- TLAG's charter is to protect the zoned, rural-residential look and feel of their neighborhoods and adjacent land.
- There have been ten water main breaks in Red Fox Hills in the last three years, and TLAG is concerned about who is going to pay to maintain this infrastructure.
- There is divided ownership and responsibility between the City and the County for roads close to Twin Lakes; this raises the issue of who will maintain the infrastructure below the roads when the ownership is divided.
- The roads are already in poor condition, and additional development will negatively impact infrastructure in the area – an issue complicated by multiple ownerships.
- A change to mixed-density residential (MXR) at Twin Lakes contradicts parts of the BVCP, specifically code 3.28 that references surface and ground water.
- The conversation about development at Twin Lakes should be based on science and fact, particularly Building Codes 7.02 – 7.05, 7.12, and 7.13, and City Code 9-3-9.

TLAG provided their own hydrologist, Dr. Gordon McCurry, P.G., to weigh in on the issues at Twin Lakes. Below is a summary of his presentation and the clarifying questions asked by the Stakeholder Group.

- Dr. McCurry has over 30 years of experience in hydrology, has done a significant amount of work in the City and County, and teaches classes on groundwater at University of Colorado, Boulder.
- The Twin Lakes parcel slopes gently to the southeast, receive about 18 inches of rain a year, and is influenced hydrologically by infiltration from nearby lakes and ditches.
- Local hydrological features include the Twin Lakes, irrigation ditches, the Boulder Feeder Canal, nearby wetlands, and an ephemeral stream.
- There is water leakage on and near the property from several of the local hydrological features.
- Nunn Clay loam (NuB) and Longmont Clay (LoB) are both present on the site in roughly equal amounts; both are low-permeability soils with high shrink-swell capacity.
- The data used to locate the soil types on the Twin Lakes property is provided by the National Resource Conservation Survey (NRCS) and has warnings regarding the scale on which it should be applied.
- NRCS specifies that the data is intended to be viewed at a scale of 1:20,000. While it can't give exact GPS-coordinated data, it can give a general idea of the soil types and locations until a more specific study can be conducted.
- The error bar associated with the NRCS soil data is unclear, but some Stakeholder stated that it is most likely closer to 10 feet than it is to a quarter mile.

- The water table is shallow on the property, most likely only a few feet below the surface.
- The site has poor drainage and often experiences significant and visible flooding.
- The Red Fox Hills storm water system was developed to collect runoff with an assumed upstream drainage area of 15 acres, including the Twin Lakes parcels.
- The system was designed to handle runoff from a 100-year event and allowed for overtopping curbs an encroachment into private properties.
- The system was developed for runoff timing under undeveloped conditions; development will impact this timing.
- The storm runoff system has an open inlet located on the BCHA property, and will make property development more complex.
- Development on the Twin Lakes parcels could lead to a rise in the water table, therefore increasing the risk of home flooding for any new houses and those already located in Red Fox Hills.
- Currently, normal water events cause significant and visible flooding in the Red Fox Hills neighborhood.
- Soil compaction, reduced soil water storage, new localized groundwater flow directions, and increase recharge from landscape irrigation could all cause a rise in the water table.
- An increased risk of home flooding increases costs for homeowners, especially those of existing homes if they have to buy a new sump pump or run the existing sump pump for longer periods of time.
- Increased discharge from sump pumps will increase the load on the storm water system.
- There are fiscal and emotional costs associated with increased risk of home flooding.
- Any new structures will cause soil compaction, which decreases porosity and causes water levels to rise; a future geological study focusing on soil compaction in this area is important for any future development.
- Soil compaction caused by development of the Twin Lakes parcels is most likely going to force the increased water levels to flow southeast and create a dam-like effect at the juncture of the NuB and LoB soils; this would greatly impact the Red Fox Hills neighborhood.
- The damming effect at the juncture of the two soil types would be permanent, and would force water flow to change from its historic norms.
- Any densification of this property will require a high level of paved and impervious surfaces, and will change the historical runoff pattern; runoff after an event will happen quicker and at a higher level.
- Unless an appropriate storm water system is built, there is a higher risk of flooding in downstream areas, particularly Red Fox Hills.
- Development on this parcel will alter groundwater levels, cause changes in the timing and amount of runoff, and impact the quality of water due to human proximity.
- The risk of destroying the wetlands brings to light significant engineering challenges that must be explored further.
- This presentation is not meant to provide solutions, but rather ensure that the issues associated with development's impact on hydrology are visible and addressed.
- The 2013 event exceeded the highest metrics available to judge such events but exceeded the data for a 1000-year event; it raised the water table in such a way that it will take decades to drain and return to normal.
- Between 2012 and 2013, students in the CU Groundwater Class measured a six-foot increase in the water table at Sawhill Ponds; this increase is likely higher in areas with less porous soil.

- Current residential landscaping recharges the groundwater system and elevates the water level, especially since people tend to overwater.
- The storm water system was designed to deal with the runoff of water from a five- to 10-year event.
- It is typical for storm water systems to utilize encroachment on property.
- It is typical to not increase post-construction flooding past current levels; detention could be used to decrease flooding if it also decreased infiltration.
- Many of the stated problems have engineering solutions, but some of the solutions may be very costly.
- The impact of development on wetlands will be a very challenging problem for which to engineer a solution.
- Development could mitigate some of the previously mentioned concerns, but it is hard to imagine a development scenario that could improve ground water in a way that would not be detrimental to the wetlands.
- Mitigation efforts can make conditions no worse than current conditions, but they will likely not be able to greatly improve current conditions if they are coupled with significant development.
- LoB soil has a current runoff rate of 80 percent, which could increase to 99 percent given development; this increase would be challenging to avoid unless pervious asphalt or other similar solutions are explored.
- There should be additional studies on the utility systems currently in place (water, sewer, etc.) before there is increased use.
- The City and County (as the developers) could be liable in perpetuity if there are significant homeowner damages due to infrastructure failure.
- The City has set a precedent related to payment to citizens for infrastructure failure.
- The change to MXR on the Twin Lakes parcels changes hydrology for the entire neighborhood.
- TLAG has created a concept plan that will provide open access to the whole community and would add recreational use to the property; ideally, the area would be undeveloped open space, and create lots of opportunity for City involvement.

Request for Proposals for Hydrology Study

Moving forward, TLSG will be making joint recommendations for the scope and selection of experts as it pertains to any future studies. However, BVSD and BCHA have hired a hydrologist to complete a hydrological study as part of the site review process. Some members of the Stakeholder Group expressed concern about the selected firm and the scope of work. Below are the highlights of this conversation.

- The selected firm, Martinez, is not going to complete on-site slug tests or standard penetration tests; however, some of the other firms who responded to the RFP and were not selected included the completion of those two tests as part of their scope of work.
- Martinez is not completing as many soil tests as some of the other firms who responded to the RFP.
- It is critical to do more monitoring of the wells and conduct more soil tests across the whole property to understand the hydrology and possible impacts of development.
- While Martinez was one of the more inexpensive firms to respond to the RFP, Boulder citizens usually understand the cost of good and progressive science.
- BCHA incorporated TLAG's feedback into the scope of work for Martinez.

- The first geotechnical report is preliminary and will be followed up with more intensive studies as required by the site review process.
- There will be fewer borings now, as there will be many more borings required in future studies.
- The scope of this study would not pass the proposal process and was not designed to do so.
- The images used to discuss density at this point are not realistic for what BCHA and BVSD would ever imagine building on the property; they do not want to build a high-density development.
- The purpose of this study is to address preliminary conditions to see what needs to be assessed in more depth during future geotechnical studies.
- Each boring will be permitted as a monitoring hole to evaluate the depth of groundwater across the site, and general direction of flow; each hole will be used to collect as much data as practicable.
- BCHA will be purchasing pressure transducers for the monitoring holes to help see potential changes in groundwater.
- Slug tests will not be completed during this initial study, as the results are not useful for the type of development that is anticipated.
- The final report will show all the gathered information, and will be publicly available.
- BCHA will be using the final study to choose foundations types that are most suitable for the hydrological and groundwater characteristics of the site, and do not negatively impact neighboring households.
- Many of the other TLAG concerns will be addressed in studies during future stages of development; this study will impact the firm and scope of work for these future studies.
- It is expected that any development would use foundation systems that are appropriate for a typical one-, two-, or three-story dwelling unit such as spread footings, reinforced slab with no crawl space, or drill shaft and grade beam system; there will be no consideration for foundations requiring deep construction sunk into the ground.
- A wetland delineation will be conducted, and BCHA will be working with engineers to assess the wildlife corridor.
- Geotechnical engineers will be conducting all their work in a manner that minimizes wildlife disturbances.
- The proposal can change based on what is discovered in this preliminary study.
- BCHA will provide the new scope of work to TLAG.
- Boring will occur in the next month, and BCHA will tell the group when this work begins.
- It is best practice to bore and monitoring holes during peak water runoff from May to June; BCHA will have to wait to bore holes as to not disturb owls on the property.

Next Steps

TLSG agreed to meet again to create scenarios for each of the proposals – current density, higher density, and open space. This conversation will occur around maps so that all options can be explored. The Group agreed that the maps should not include hydrological information so that the interests are discussed, rather than site specifics. The entire conversations will address how various contexts and designs impact the previously-identified interests. Staff will provide the ten maps of the parcels for the next meeting from 3:00 PM – 6:00 PM on May 25, 2016. Staff will also work to have density maps showcasing the impact on density spread throughout the city with various levels of development on Twin Lakes.

Twin Lakes Stakeholder Group (TLSG)

Wednesday, May 25, 2016

Meeting Summary - Final

Attendance

Stakeholders: Norrie Boyd, Brian Lay, Rolf Munson, Dave Rechberger, Glen Segrue, and Ian Swallow

City and County Staff: Dale Case, Lesli Ellis, Pete Fogg, Steven Giang, Michelle Krezek, and Jay Sugnet, Nicole Wobus

Facilitation: Heather Bergman and Katie Waller

Meeting summaries are a record of what was said at each meeting. A statement's inclusion does not mean that all stakeholders agree to its accuracy or intention.

Next Steps

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|------------------------------|---|
| <i>TLAG</i> | <ul style="list-style-type: none">• Send a spreadsheet with weighted average calculations of density to TLSG members. |
| <i>City and County staff</i> | <ul style="list-style-type: none">• Provide pictures of unique, affordable housing design ideas, such as those that look like single-family houses but are three units.• Provide blocks or cutouts of to-scale houses for developing scenarios at the next meeting.• Prepare a summary of BCHA housing requirements (people per unit) for the next meeting. |
| <i>Ian and Jay</i> | <ul style="list-style-type: none">• Provide TLSG members with locations of some affordable housing developments in the area to serve as examples of density or design. |

Public Comment

The amount of public comments submitted is increasing. As TLSG has limited meeting time, it was suggested that the questions are separated from the comments so that the public will still be getting answers to their questions, comments will still be received, and meeting time will be used effectively. Some stakeholders thought that it would be best if the questions were answered in writing rather than during meeting time. Others agreed but were concerned that not addressing the public comment during meeting time would lose the answers to the submitted questions. Stakeholders agreed that the facilitator will read through the public comment and separate the questions from the comments. The public comment will be organized by theme, so if there are issues that have already been addressed, staff can refer them to past meeting summaries instead of issuing the same response multiple times. All public comment will be passed on to the group, but not all the comments will be addressed during meeting time. This approach will save time and provide the public with more thoughtful, written answers. This change in addressing public comments will begin at the next meeting on June 8, 2016.

Many of the questions submitted for today's meeting are directed at the school district and inquire about past actions taken by Boulder Valley School District (BVSD) regarding unwanted land. As there were many questions about the same issue, Glen Segrue answered questions about the topic generally. Below are the highlights of this answer.

- The situation and desire for affordable housing has changed over time and is now a large focus for agencies in the region.
- BVSD has looked for affordable housing opportunities in the past with private developers and private properties.

- The real estate market changes often and in the past, properties such as the Washington School were not feasible options for building affordable housing at the time.
- Twin Lakes provides a unique opportunity to partner with Boulder County Housing Authority (BCHA) to construct realistic, affordable housing.

Definitions

To ensure a consistent conversation regarding density, stakeholders discussed the definition of various planning and zoning terms.

- **Density** is most often discussed in terms of dwelling units per acre (du/a).
- A dwelling unit is a single place of residence and can be any size; it remains one singular dwelling unit regardless of the number of people living in it, although there are occupancy limits on most dwelling units based on zoning requirements.
- There are internal BCHA policies that limit how many people can live in one unit; the land use occupancy limits are less restrictive than affordable housing occupancy limits.
- BCHA will provide a summary of housing requirements to TSLG for the next meeting.
- The range of dwelling units per acres (du/a) for the relevant BVCP land use designations are as follows: Low density is two to six du/a, mixed density is six to 18 du/a, medium density is six to 14 du/a; the BCHA proposal requested mixed density and the TLAG proposal requested open space. Open space is zero du/a.
- The above densities are associated with land use designations, not zoning regulations.
- Building height is mainly dictated by zoning; each zone has a height limit and a sometimes a floor-to-area ratio (FAR) maximum.
- **Intensity** is not typically a word used to describe residential development.
- Residential development is discussed as dwelling units per acre, and the overall size of development is often described as **bulk**, massing, or scale, rather than intensity.
- The definition of **community benefit** depends on context; for annexation, the community benefit being assessed is that for that of the City; in the Boulder Valley Comprehensive Plan (BVCP) the context for community benefit is the City and the County.
- Annexation evaluates community benefits for the City of Boulder because it must be assessed if providing utilities to a new area is worth the tradeoffs.
- Even though BCHA will be managing Twin Lakes in the case of development, the City will most likely view the project as offering a community benefit for annexation regardless of who is constructing the project; the City works with many partners to offer affordable housing, and views affordable housing as a community benefit.
- **Land use designations** are a concept, **while zoning designations** are regulation.
- Zoning designations and land use designations must align for a property to be developed; often there are multiple zoning designations that would be eligible for the dwelling units per acre defined in a land use designation.
- Land use designations and zoning designations move with the property, not the owner.
- Annexation agreements can also limit the number of dwellings on a property.
- **Density bonuses** can be added to developments during the site review process and are discretionary; however, any density bonus cannot increase the number of units higher than the limit provided by the associated land use designation.
- Density bonuses are a possibility, but not a guarantee.
- Annexation would not occur unless all parties were clear about the total number of units projected for the development.

Boulder County Land Use Department – Review of Neighborhood Development Patterns

To inform the density discussion, staff from the Boulder County Land Use Department gave a presentation to TLSG to review the neighborhood development pattern around the Twin Lakes parcels. Below are the highlights of this presentation and the ensuing conversation.

- The County measured gross density; however, the City of Boulder uses net density measurements.
- Both net density and gross density are legitimate and reliable methods for measuring density, but they have different uses.
- Density is assessed within the broader context of the character and mix of development that exists in the neighborhood as a whole. It is important to look beyond just numbers and to take into consideration overall aesthetics, and how a development would fit within the context of what currently exists.
- Density is technically the number of dwelling units per acre, but the human and design elements of the neighborhood are equally important to consider. Development can provide cohesive and positive community amenities if thoughtfully designed and integrated into the neighborhood.
- The Twin Lakes area has a diversity of density, made up of residential areas, open space, and designated Open Space.
- The Twin Lakes parcels are considered Area II, meaning they have been slated for annexation from the time of the first Comprehensive Plan.
- Area III designations are meant to protect the areas from urban levels of development. Development is not envisioned in those areas, though annexation of some space could ultimately occur in those areas.
- The people who own the southern parcels of area three land on the Area II and Area III map also requested a land use designation change to Area II; some stakeholder suggested that this was requested so that they could develop the property at a higher density.
- The Area II and Area III designations do not follow strict property lines and must accommodate easements and the associated buffering spaces.
- There are many types of public lands and conservation easements in the area around the subject properties.
- Acreage of open space is calculated to include all surface area.
- The Boulder County Land Use Department ran a density analysis exploring densities of the specific subdivisions within the Twin Lakes area and found that densities range from 2.2 d/a to 15.6 d/a. The fact that a wide range of densities exists in the Twin Lakes area plays an important role in understanding the neighborhood context.
- The average of the density values for the identified neighborhoods is 8.35 d/a, though this is not the focus of staff's analysis.
- The average density number is just a discussion point. Quantitative assessment of density is only one tool of many that would be used to influence any land use designation changes.
- There are different ways to calculate density; one method calculates density at the subdivision level, and then weighs it to reflect overall density of the Twin Lakes area as a whole. Higher density subdivisions account for a much smaller amount of acreage within the area than do the lower density subdivisions. TLAG will send those calculations of density to TLSG members.
- Brandon Creek was included in the analysis because it is nearby and influences the larger context of the Twin Lakes parcels. The common denominator among areas included in the County's analysis is their location along Twin Lakes Road. Residents of the area utilize Twin Lakes Road to access Spine Rd and 63rd Street. This includes those living in Brandon Creek.
- The County chose to show a map of the neighboring areas to provide a visual aid illustrating the range of densities as part of the broader community.
- The designs of the existing, surrounding neighborhoods are not any that would be approved by the City or County now; the desired aesthetics and geometry of a property are now completely different.

- The design aesthetics of any future development will be more influential on the Planning Board during the site review process, but can still influence the land use designation change as part of the Boulder Valley Comprehensive Plan (BVCP).
- The Planning Board will mainly be examining possible zoning options, rather than addressing issues associated with land use designations.
- The site developers are not going to invest significant funding in developing project-specific design details until the broadest parameters have been set, such as the land use designation; zoning cannot be examined until there is a full application and the site review process has begun.

Twin Lakes Action Group – Density Maps

Twin Lakes Action Group (TLAG) gave a presentation on the density in the area. Below are the highlights of this presentation, as well as the ensuing conversation.

- Density should be assessed as weighted dwelling units per acre.
- Based on a weighted calculation method, the average density for all the subdivisions in the Twin Lakes neighborhood is 4.4 d/a.
- There are different ways to calculate density, and the gross density analysis method used by TLAG ensures that small dense neighborhoods are afforded the same “weight” as large, sparse neighborhood density calculations.
- This method shows that development on the Twin Lakes parcels would greatly increase the average density in the surrounding areas.
- The calculations on the map assume that both parcels are developed to mixed density residential (MXR), making use of the entire land across both the BCHA and BVSD properties.
- These numbers use the gross calculation of density, not net density.
- City calculations have stated that all of Gunbarrel has an average density of 6.4 d/a, which includes future development on the Twin Lakes parcel.
- City staff will be presenting their analysis and recommendations to the four decision-making bodies using a net density analysis of the surrounding properties. Other analyses are always welcome.

Heat Maps

As requested by TLSG, the City prepared various maps showing how various levels of development on the Twin Lakes parcels would impact the rate of dispersion of affordable housing throughout the City. There were questions about the scale of the map, which is affordable housing density per acre rated from zero to eight. Below is a summary of the conversation regarding the heat maps.

- A heat map was used because it protects the identities of those who live in affordable housing units in Boulder.
- This map considers all affordable housing units within the city limits of Boulder, regardless of partnerships.
- The maps show the change in the distribution of density throughout the City with different levels of development on the Twin Lakes parcels.
- The City heat map includes rental and ownership units; the City current mix is 79 percent rental units and 21 ownership occupants. *NOTE: Correction, Jay initially stated the mix as of 81 percent to 19 percent.*
- TLAG heat maps show development on the parcels using dwelling units per acre and go up to 18 units per acre.
- TLAG chose to use 18 du/a because that is the maximum density allowed under the proposed MXR designation.
- BCHA does not plan on developing the property at maximum MXR density, rather 6 to 12 du/a.
- Land use designations and the associated densities follow the property, not the owner.

NOTE: After the meeting, City staff was able to clarify that the legend refers to the density of values per acre, not the number of units per acre. The way the analysis was completed was to take each point and search for other values in the same area. From there, density is generated based on how many points are found, and the higher the number, the higher the surface density. The legend may be a bit skewed as the same color spread is the same as the original map. The darker the color, the more units there are in the area. It is easiest to understand the analysis by ignoring the legend and instead assessing the color gradations. If TLSG members desire an analysis showing how many units there would be on each property at each d/a, that would be a different effort. This density analysis is designed to generalize populations into a continuous surface allowing staff to compare and contrast across an area independent of variables such as parcel size.

Meeting the Identified Interests at Twin Lakes

At the previous meeting, the Group discussed how to meet the identified interests with the three options that are currently being considered – no change in land use designation (low density), open space designation, and Mixed Density Residential (MXR) designation. To best understand the tradeoffs associated with the interests, stakeholders drew rough scenarios on maps of the parcels for various levels of density. All these conversations took place with the assumption of annexation. Below are summaries of each of the scenarios; the associated conceptual drawings are attached to the summary at the end.

Scenario One (low density)

Scenario one consists of 60 dwelling units in one building. The building would be four stories. Below are the highlights of the discussions of the development of this proposal.

- This design would likely not meet zoning requirements.
- There is public road access in and out of the property, as well as fire access.

Scenario Two (low density)

Scenario two consists of the following characteristics:

- Low density development
- 1-story patio homes
- No basements
- Two nested rows of houses on both parcels
- Pitched roofs
- Soft-surface trail and connection on the east side of the properties, serving as a wildlife corridor
- Off-site peripheral trail loop
- Lobo trail connection
- Trail connections via bridge
- Playground in a safe space
- Natural, public park
- Clubhouse on southern parcel

Below are highlights of the discussion of the development of this proposal:

- Smaller, patio homes that are lower in height could allow for certification as a Leadership for Environmental and Energy Design (LEED) community.
- A concept with low-height and low-density housing would meet many interests.
- Twin Lakes is the most used per square mile open spaces in the County, so this area should provide recreation opportunities for the larger Gunbarrel community.
- This area does not have a playground, and that could be a nice amenity to offer the community.
- This development could be a mirror on the northern and southern parcels.

- The school district could use the clubhouse as a training room for staff.
- There should not be development on the southern edge to avoid delicate natural features unfit for significant development.
- There are multiple trail connections to existing trails in this scenario.
- Public parks and playgrounds should only be developed if there is no increased use of water.
- Any development should have architectural integrity.
- Dwellings should have design features to fit in with the existing neighborhoods; this could include using pitched roofs and no carports.
- Land cost is not a concern when it comes to this project, but rather building costs; the proportion of a development project dedicated to property costs did not significantly change.
- Three, six-plex units would be cheaper than all single-family patio homes.
- It is imperative to keep operating costs low, and units are more efficient when there are shared walls.
- BCHA only builds high-quality units so that they do not require as much maintenance in the future.
- Future costs will include utility improvements.
- While it is possible to work with Habitat for Humanity, they typically require the house to be constructed on a lot that is perfectly flat and poses no engineering challenges.
- The neighboring community is very permanent and value continuity; they do not want a transient feel of people moving in and out.
- This scenario offers non-hydrostatic pressure with smaller buildings and minimized on-street parking.
- Lower density makes it harder to have more open space because the units must be spaced out more throughout the property.
- Lower density development requires larger lots.

The Stakeholder Group assessed this scenario to see how it best met the interests that were previously identified; below are highlights of this discussion.

Meet housing needs.

- The cost per unit of a one-story patio home is high, making this scenario not feasible to provide realistically affordable housing.
- This scenario would most likely only be able to offer ownership options with no rental opportunities.
- This scenario will better meet housing needs if it has diverse housing options, rather than just one type.
- This scenario would better meet housing needs if it included a mix of rental and ownership options.

Utilize land that is near existing infrastructure and jobs.

- This scenario does not do a good job utilizing existing infrastructure and jobs.
- This scenario does a good job utilizing existing infrastructure and jobs.

Protect the environment and wildlife

- Naturalists recommend leaving 300 feet on either side of a wildlife corridor undeveloped to not bother wildlife.
- This scenario took into account wildlife and environmental concerns.
- The soft-surface trail can also serve as a wildlife corridor.

Develop neighborhood amenities

- There needs to be an agreed-upon definition for amenities.
- Community gardens, public parks, playgrounds, new recreational infrastructure all count as neighborhood amenities.
- There could be a sponsor for an exercise loop around the property or a snow skiing loop.
- The newly identified trails could connect off the property to create a larger recreational loop.
- This scenario is moderate regarding what it offers for neighborhood amenities.

Develop property to meet community interests and needs.

- This scenario provides additional housing, which meets the needs of a broader community.
- Developing the property at all is not an interest of many of those in the nearby community.

Retain teachers and other employees throughout the County.

- This development would offer higher price points for employee housing.
- There are not many units per acre, so the scenario is not efficiently retaining teachers.

Develop a vision and plan for Gunbarrel.

- This scenario does not include a sub-community plan for Gunbarrel, which is still problematic.
- The issue of sub-community plans is larger than the scope of this Group.

Avoid setting regrettable legal precedents.

- This sets a questionable legal precedent in regards to the annexation of open space.
- This scenario also sets a precarious legal precedent for hydrology.

Protect the rural -residential feel of the neighborhoods and surrounding lands.

- This scenario excels at meeting this interest.
- This interest is confusing.
- For those who live in the area, this means preserving the current feel of their neighborhood through means such as no streetlights, privacy, smaller buildings, lower density, no modern architecture, and a sense of community.

Protect homes that already exist.

- Lower density and a smaller footprint would be better for the surrounding neighborhood.
- This scenario still raises concerns about hydrology.
- Reducing shrink-swell can impact existing houses.

Preserve agricultural lands.

- The only way to meet this interest is to make the property open space.
- The NRCS classification of agricultural lands of statewide importance means that the type of soil on the property is suitable for agricultural production; agricultural production is not consistent with the current or projected use of the land. Therefore, the land is not designated as agricultural land of statewide importance in the Boulder County Comprehensive Plan.
- This land would be more important agriculturally if it were to have water rights, but it does not.

Learn from and improve on past projects.

- This improves on all past BCHA projects.
- Affordability becomes an issue because of house size.
- Trails are useful in keeping residents invested in their homes and minimizing turnover.
- BCHA is always improving County sustainability.

- Geothermal energy may not be practical at this site due to hydrological concerns, but solar energy could be feasible.
- There are many incentives for solar energy in affordable housing.

Scenario Three (low density)

**Note - there was confusion between stakeholders if this scenario was medium or low density.*

Scenario three consists of the following characteristics:

- Low-level development
- 96 dwelling units on both parcels
- Diversity of price points and housing types
- Peripheral trail connection utilizing bridges
- Interconnectivity into North Boulder and nearby neighborhoods
- Wildlife corridor in the ditch and away from owls
- 12 duplexes with three bedrooms maximum
- One, two-story, six-plex with six units
- Two, six-plexes with small units that are set back from the road and provide six to 12 units each
- Community garden or a park
- Trail connectivity
- Lot sizes the same as bordering neighbors

Below are highlights of the discussion of the development of this proposal:

- Almost everything in the nearby neighborhoods is two stories with basements.
- Most of the houses in Red Fox Hills have basements, although they probably should not have basements.
- Most houses in the area do not have attics, but some have third-story crawl spaces.
- There are concerns about building two story houses on the property because of hydrology issues, but those problems may be mitigated with engineering solutions.
- This scenario would accommodate different income levels and different needs through diverse types of housing.
- The City likes their developments to have a presence on the street, so it does not come across as so insular.
- The developers can create new roads or use optical illusions to make it seem as though the houses are forward facing.
- BCHA will provide pictures of houses that look like single family houses but are actually multiple units, and houses in Northfield Commons that use traditional architecture.
- It would be ideal not to have the two parcels be mirror images of each other.
- The community space might be more inviting to a broader community if it were on the outside of the houses rather than inside.

Scenario Four (low density)

Scenario four consists of the following characteristics:

- Open space on the outside of houses
- No development next to neighboring houses
- No cul-de-sacs
- 42 units on the northern parcel, made up of two-floor duplexes and three-plexes
- 42 units on the southern parcel, made up of two-floor three-plexes with six units each
- One way road on the southern parcel that is still large enough to fit a fire truck

- Shared yards
- Water feature
- Beekeeping or other desirable community benefits
- Parking lot in the northern parcel to decrease traffic on the road.
- Houses bordering a road can be viewed as a design feature.

Below are highlights of the discussion of the development of this proposal:

- Building additional roads is expensive for the developer and impacts a number of impervious areas.
- Providing green areas outside of the houses will benefit the community and provide wildlife buffers.
- Providing a parking lot rather than constructing new roads will save the developer money and take excess traffic off the infrastructure.
- The water feature could also be useful in serving as a retention pond to help address hydrological issues.
- The parking lots and an increase in non-permeable surfaces raise hydrological concerns.
- This scenario could help attract teachers with a diversity of housing types and price points.
- Over half of this property is open space.
- Six d/a developments allow for many different types of buildings since it overlaps different density categories; these different zoning categories would regulate other development characteristics, such as height, bulk, and set back.

Scenario Five (open space)

Scenario five consists of the following characteristics:

- Unirrigated grass, except for possibly pond irrigation
- Private – public partnership to get provide recreational opportunities
- Short, prairie grasses
- Trail connections
- Community garden
- Ancillary picnic structures

Below are highlights of the discussion of the development of this proposal:

- This scenario is meant to get rid of stormwater runoff.
- The open space should be covered in short prairie grass since that is what it used to be, and there is enough acreage to do so.
- The trail connections on this property would expand the current Twin Lakes recreational opportunities that serve over 100,000 people a year, as it is the only recreational area in Gunbarrel.
- There could be a community garden on either the north or south parcel.
- This property is unique from a community perspective as some Stakeholders believe it meets the five Open Space criteria and is the most visited open space among Boulder County and City trails.
- The scenario is meant to expand the options for community gatherings through connectivity and gathering areas.
- There is still room on one of the parcels for a small library and a small playground.
- Open space with no housing development is more likely to be used by the broader community rather than open space surrounded by houses.
- There is no place in the area that currently serves as a community gathering area.
- It could be possible for one parcel to be used for open space for the other one to be developed; it would provide some engineering challenges, but nothing that is insurmountable.

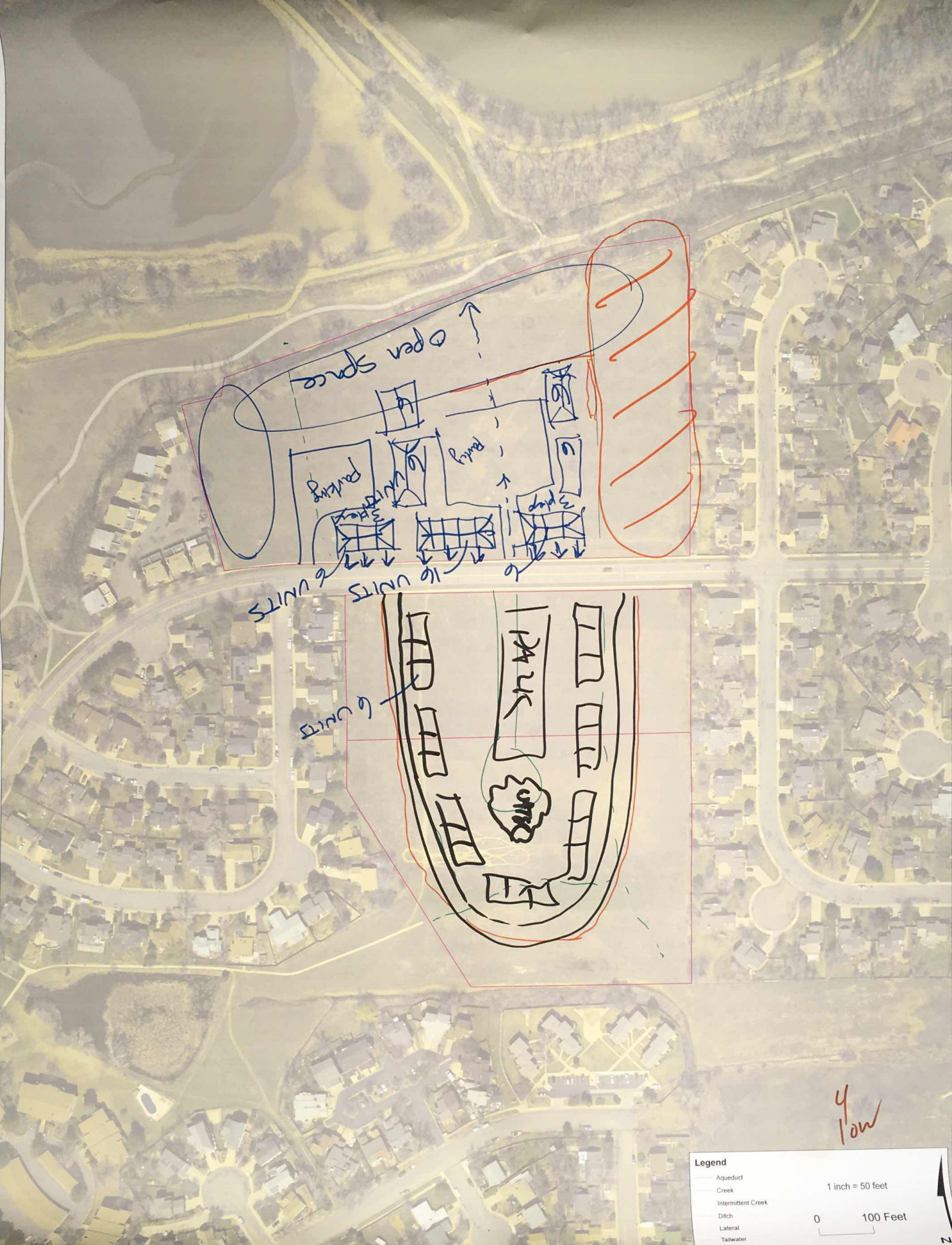
- This serves the neighbors' desire for parks and green space to feel like a public domain and not part of a housing development.
- All stakeholders want these parcels to serve as a community gathering place.
- Recreation in this area could take the place of Eaton Park – a recreation area that was taken down by the City.
- It may be possible to create housing based on some of these open space concepts.
- It is not desirable for the property to remain in its current state.

Next Steps

When the facilitated dialogue process was originally laid out at the first meeting, there was a discussion about the meeting after the scenario discussion to involve public comment on the scenarios. The Group discussed the possibility of bringing these scenarios to the public; below are highlights of their conversation.

- The scenarios are hard to visualize, so presenting the scenarios in their current form may not be beneficial to the public.
- The scenarios will become even harder to understand when they are roughly drawn out at higher densities.
- When presented to the public, the maps and building footprints should be to scale.
- It could be beneficial for future TLSG conversations about higher-density development to have blocks or cutouts that are to scale.
- Stakeholders could have future conversations about higher development using houses that have been developed by the City or BCHA in the past.

TLSG agreed that they are not ready to present the scenarios to the public because they do not want to offer misleading information due to lack of accuracy in the proposed scenarios. The next meeting, Wednesday, June 8, 2016, will be solely dedicated to creating more accurate scenarios with properly-scaled boxes or cutouts. Ian Swallow and Jay Sugnet will provide TLSG members with the locations of some affordable housing developments in the area, based on density so that Stakeholders will have a better visual idea of what these numbers will look like on the ground. Dale Case will work with staff to provide blocks or cutouts for the next meeting so that the higher-density conversations can be more accurate in terms of scale. After the created scenarios are more accurate, the Stakeholder Group will discuss if, how, and when to present them to the public for feedback.



4
low

Legend

- Aqueduct
- Creek
- Intermittent Creek
- Ditch
- Lateral
- Tailwater
- Ownership Parcels

1 inch = 50 feet

0 100 Feet

2

6 pixel

1st

2nd

3rd

[illegible]

Law

- Aqueduct
- Creek
- Intermittent Creek
- Ditch
- Lateral
- Tailwater
- Ownership Parcels

0 100 Feet

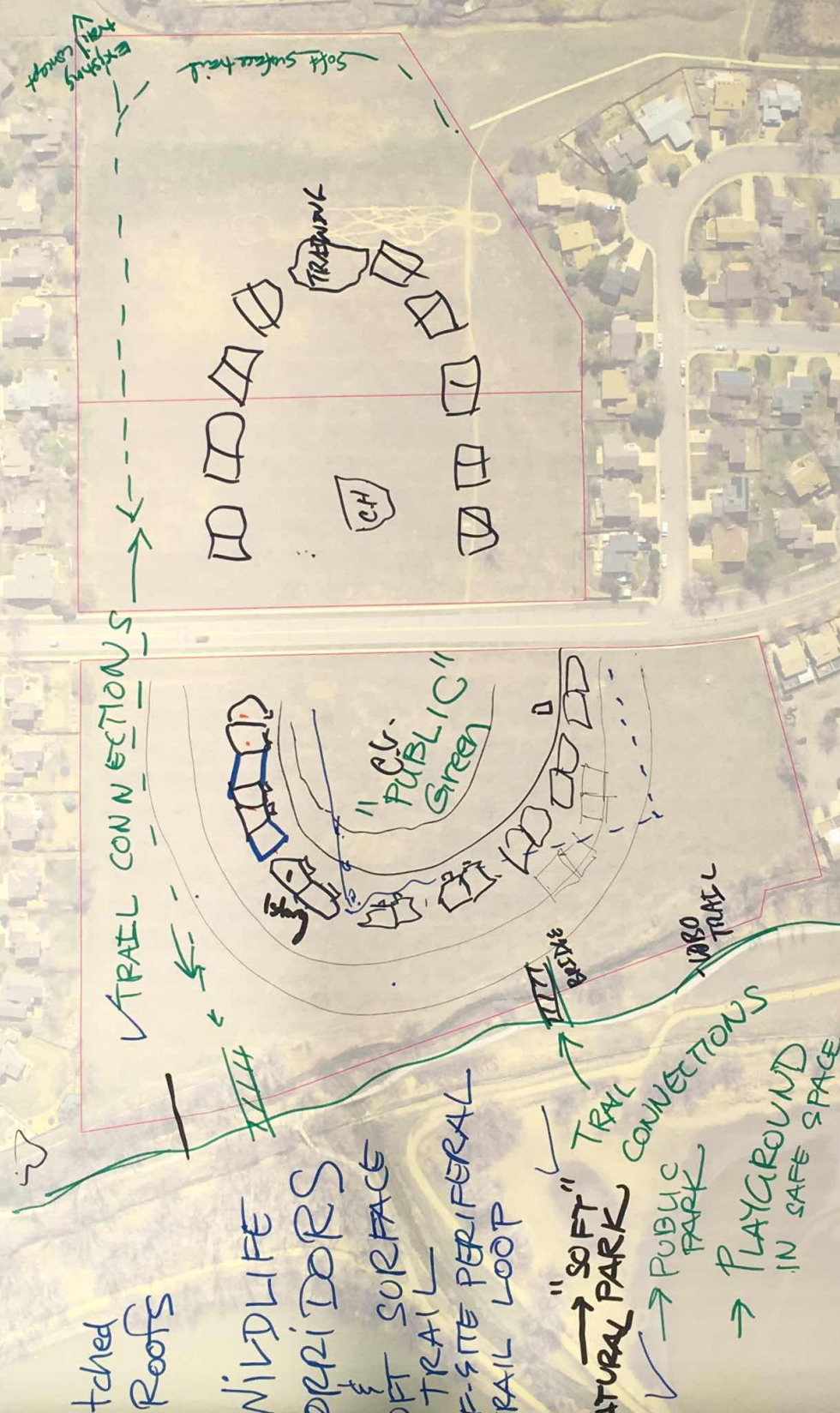
Legend

- Ownership Parcels
- Waterway
- Lateral
- Ditch
- Intermittent Creek
- Creek
- Aqueduct

1 inch = 50 feet
0 100 Feet

Low

2

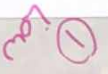


- Legend**
- Ownership Parcels
 - Tributary
 - Lateral
 - Drain
 - Intermittent Creek
 - Creek
 - Aqueduct

0 100 Feet

1 inch = 50 feet

N



60m x 40m
fine access

Twin Lakes Stakeholder Group (TLSG)

Wednesday, June 8, 2016

Meeting Summary - Final

Attendance

Stakeholders: Frank Alexander, Norrie Boyd, Brian Lay, Rolf Munson, Dave Rechberger, Glen Segrue, and Ian Swallow

City and County Staff: Lesli Ellis, Pete Fogg, Steven Giang, Michelle Krezek, and Jay Sugnet

Facilitation: Heather Bergman and Katie Waller

Meeting summaries are a record of what was said at each meeting. A statement's inclusion does not mean that all stakeholders agree to its accuracy or intention.

Next Steps

| | |
|----------------------|---|
| Jay | <ul style="list-style-type: none">• Find a venue for the public meeting on June 22nd.• Coordinate with Norrie to create a station of possible facades.• Organize snacks for the public meeting.• Find out street light requirements for developments.• Announce public meeting in the City planning email using Heather's copy.• Send PDF of Twin Lakes map to Brian and Ian.• Prepare the necessary material for the public to build their own scenario |
| Brian and Ian | <ul style="list-style-type: none">• Work together to create to-scale scenarios. |
| Katie | <ul style="list-style-type: none">• Create summaries for each scenario. |
| Heather | <ul style="list-style-type: none">• Write an announcement for the public meeting on June 22. |
| TLAG | <ul style="list-style-type: none">• Send public meeting announcement to TLAG email list. |
| Glen | <ul style="list-style-type: none">• Send public meeting announcement to BVSD interest list. |
| Ian | <ul style="list-style-type: none">• Create to-scale cutouts for streets. |

Virtual Housing Tour

Boulder County Housing Authority (BCHA) had previously provided stakeholders with a virtual tour of BCHA developments throughout the County. Stakeholders discussed these sites and identified the following design features as desirable should any development occur:

- Multiple-unit buildings that appear to be single-family homes from the front
- Stone and brick building materials
- Traditional style and color in line with nearby homeowner association (HOA) requirements
- Natural building colors
- Balanced proportions with an emphasis on shorter and wider homes

Stakeholders discussed the other sites on the virtual tour; below are highlights from this conversation.

Foothills Community

- This development feels the least dense, partially because it is surrounded by a lot of open space and Foothills Community Park.
- The scale of the houses here feels wrong.

- The houses were boxy and not an ideal design.
- The openness of this development is nice.
- The park inside this development is the nearest to Gunbarrel.

Holiday Neighborhood

- This is not a BCHA project.
- The development has many pocket neighborhoods made up of different types of housing.
- Some people like this type of living, but a development like this would not fit in with the Twin Lakes surrounding neighborhoods.
- The parking at Holiday is awful, specifically the large amount of street parking.
- It is very close to the road.
- Holiday is a mismatch of five or six developments.

Iris Hollow

- The detached, single-unit buildings in Iris Hollow could possibly work in Twin Lakes.
- The scale of the houses seemed off; the height and width do not match up.
- This was constructed by the same contractor who will most likely develop Twin Lakes, should there be development on the property.

Red Oak Park

- These houses are better than Holiday because they are set farther off the street.
- The playground and community room are nice.
- The pitched roofs and house setback could also work similarly in Twin Lakes.
- Yards like these or bigger could work in Twin Lakes.

Nyland Co-Housing

- This development is very dense, but many people seem to like it.
- This is a co-housing development, so the dwelling units are smaller in favor of larger community space.
- The insular nature of this development is more aligned with the principles of cohousing rather than affordable housing.

Aspinwall

- The architecture here would never work in Twin Lakes.
- The modern architecture is driven by market demand.

Meeting the Identified Interests at Twin Lakes

At previous meetings, the Group discussed how to meet the identified interests with the three options that are currently being considered – no change in land use designation, open space designation, and mixed-use density designation. To best understand the tradeoffs associated with the interests, Stakeholders drew rough scenarios on maps of the parcels for various levels of density. All these conversations took place with the assumption of annexation. In contrast to the last meeting, BCHA staff prepared to-scale blocks that represented a variety of types and sizes of dwelling units to inform the conversation. The blocks represent the square-foot footprint of the building, not the amount of bedrooms or human density. Also, Twin Lakes Action Group (TLAG) created a to-scale digitized representation of low-density development on the parcels, based on discussed from the previous meeting. The development is comprised of duplexes and represents the development of 3.9 dwelling units per acre. The Group did not discuss this scenario at length, as it was a clarification of a scenario created at the previous meeting.

Before developing specific scenarios, the Group discussed how to best approach the to-scale scenario conversation. Some stakeholders thought it would be more useful to start the discussion focused on the number of units rather than the land use designation to avoid getting caught up in restrictions and technicalities. Others thought it was important to focus on the land use designation, as it will follow the property regardless of ownership. Below are the highlights of TLSG discussion in developing scenarios.

Scenario Six (Mixed-Use Density)

This scenario consists of the following characteristics:

- 48 units on the southern parcel
- 54 or 68 units on the northern parcel, depending on road alignment (more units if road aligns to Starboard Rd.)
- Tri-plexes and six-plexes with one- to three-bedroom units
- Units with single-family house-sized footprints
- Internal street parking
- Off-set houses preserving viewsheds
- Trail connections to hard- and soft- surface trails
- Wildlife corridor

Below are highlights of the discussion of the development of this proposal.

- It is important to consider the density of people, not just buildings.
- Human density is restricted based on how many people can share a dwelling unit or bedroom, and it varies depending on resident characteristics.
- The footprint of the tri-plexes being used in the development of scenarios is smaller than the footprint of most of the single-family residences in the area.
- Parking options will be driven by design and building use; some buildings, such as those used for senior housing, do not require as much parking as other buildings.
- The amount of parking may be an issue in an area in which residents are car dependent.
- End units in larger buildings are typically lower than the interior units, so the building does not appear as a large block.
- It would be ideal to have a mix of buildings types and design.
- It can be assumed that about half of the residents living in these tri-plexes would be children.
- There are restrictions on different-sex children sharing a bedroom after a certain age; however, this restriction rarely drives people out of affordable housing options.
- One-bedroom dwelling units are almost always occupied by only one person.
- Dwelling units used to house more residents than intended, such as the use of a pull-out couch as a bedroom, do not count towards affordable housing financing.
- The footprint of a building would likely not be larger than represented by these blocks, and is about the size of a single-family home in the area.
- Roughly 110 people could be living on the southern parcel, and 124 could be living on the northern parcel.
- The streets are likely not to scale.
- Clustering buildings in a strategic manner will give the appearance of more open space.
- Clustering would be nice since it offers better views for residents.
- More property openness allows the development of more trails and more connectivity.
- Trails must be clearly defined so the public is not walking through private yards unknowingly or out of necessity.
- While soft trails are more permeable, hard trails offer benefits for those using them for transit.

- A soft-surface trail could serve as a wildlife corridor and buffer.
- The cost per unit increases if buildings are only constructed on one side of a road.
- There are benefits and drawbacks to an open design, as well as a more insular design.
- This design offers more open space than other scenarios.
- There are local businesses that are willing to sponsor exercise stations along a trail loop.
- The development is roughly 80 feet from the nearby neighborhoods.
- Carports are not desirable.
- Internal street parking is acceptable, but relying on parking along Twin Lakes Road would be challenging as it is quite narrow.
- It is possible to connect the street loop to Starboard Drive to offer a better pedestrian crossing.
- Moving the road connection to Starboard Road would increase the number of units on the northern parcel from 54 to 68.
- More information is needed about restrictions related to this level of density. *Note – After the meeting the City provided the following information about street lights.*
 - *With regard to the property itself, the city does not require street lighting. Any lighting that the developer installs on private property would need to be compliant with the city's dark sky ordinance.*
 - *Any lighting along Twin Lakes Road would follow lighting standards from the city's Design and Construction Standards. In this case, there could be a need to add a light at the site access with Twin Lakes. The light would become a part of the Xcel inventory and would need to follow Xcel's design guidelines as a part of the overall street lighting system. Xcel does have options other than the standard cobra head lights.]*
- In the past, the City has not required annexed properties to be built out to full City standards as long as the development is moving closer to compliance and not further away.
- Nearby residents are concerned about the lighting required to meeting safety regulations in an area with this level of density, especially as it relates to parking lots.
- BCHA has dealt with the issue of lighting and parking lot safety in the past, and it has not been as big of an issue as previously thought.

Scenario Seven (Mixed-Use Density)

- Building clusters with single units facing Twin Lakes Road
- Denser units, hidden from Twin Lakes Road and neighbors
- Behind-unit parking
- 72 units on the northern parcel
- Open space on northern parcel, close to Twin Lakes Road
- Shared backyards on the southern parcel
- Matched building density with nearby residences
- 96 units on the southern parcel
- More pocket parks than larger open space

Below are highlights of the discussion of the development of this proposal:

- The apartment clusters would give the appearance of single-family homes in the front, and concentrate density in the back.
- Parking would most likely be hidden behind the housing building clusters.
- The road would be offset to the east to accommodate the natural wildlife corridor to the east.
- Parking would have to be addressed for the higher-density buildings.
- The northern parcel would have 72 units, and the southern parcel would have 96 units.

- The smaller units seem to fit into the neighborhood, but the larger building does not.
- The development is roughly 60 feet from the property line of existing residences.
- This matches the density of nearby neighborhoods.
- Buildings could become shorter as they are closer to existing residences.
- This option is more focused on pocket parks, rather than one large park.
- The very southern edge of the property is wetlands.
- The issue of creating parking for the number of people within the development is a continual issue for those in nearby neighborhoods.
- This scenario offers diverse housing and provides a substantial impact on the affordable housing market.
- Seniors would most likely live in the large building.
- This scenario cuts off community access to parks.
- There is a significant increase in impervious surfaces.
- The wildlife corridor is not as large as it was in other scenarios.
- Parks constructed close to roads are not practical.
- This development may meet the interests of the broader community, but not the nearby community.
- There still needs to be a discussion about a larger vision for Gunbarrel.
- This scenario, particularly the larger building, does not preserve the rural-residential feel of the area.
- This would almost double the density of surrounding neighborhoods.
- This level of density is appropriate for Gunbarrel, as the area has a diversity of densities.
- This level of development is too high for the hydrology of the area and may damage existing infrastructure and nearby residences.
- There are engineering solutions to many of the flooding concerns that have been voiced, such as vertical stormwater retention.
- The City has created innovative solutions to hydrological issues, including a vertical stormwater retention system; such progressive solutions can increase water quality and improve hydrology.
- Any hydrology solutions will require collaboration between engineers and designers to find an appropriate, site-specific, solution.
- Roughly 386 people could live in this development.
- There are small easements on the property for Red Fox Hills signage.
- All the buildings in this scenario are two- or three-story buildings.
- This development is a moderate density, and it is not necessary to explore scenarios at 18 dwelling units per acre (d/a).

Option 8 (Mixed-Use Density)

- Large wildlife buffer
- Trail connections
- Road connectivity to Starboard Road
- Density concentrated on western portion of the property
- Smaller units close to Twin Lakes Rd.
- 50 percent to 70 percent open space
- 126 on the northern parcel, and 111 units on the southern parcel
- Two-story buildings, with the possibility of three-story, 30-unit apartment buildings
- Street parking, solar carports, and behind-unit parking
- Community garden on southern parcel
- East-west and north-south wildlife corridors

- Interior and exterior playgrounds
- Roughly 12 dwelling units per acre

Below are highlights of the discussion of the development of this proposal:

- This scenario creates more open space by concentrating development to the west and leveraging the wildlife buffer.
- The northern road lines up to Starboard Drive and places smaller units along the street to ease the transition into the development.
- There is a possibility for smaller cul-de-sacs off of the main loop. Smaller units on the outside of the development shield the bigger units from neighborhood views.
- This would feel like Gunbarrel Center, rather than the nearby neighborhoods.
- This scenario develops roughly 30 percent of the parcels.
- The area closer to the southern wetlands may be useable for some sort of development for community benefit.
- There are 126 units on the northern parcel and 111 units on the southern parcel, leading to a density of just under 12 d/a.
- There is concern about clustered buildings, as it requires increased building height and can lead to an isolating design.
- Senior housing is not the same as assisted living.
- Development should be moved as far away from existing houses as possible, particularly large buildings.
- There is a parking problem with this level of density.
- There are solutions to any parking issue that can be developed as part of a later design phase, and it is clear that nearby neighbors are not for attached carports.
- This level of development could accommodate roughly 500 people.
- This scenario provides for housing needs, but may not have a high level of community support due to its impacts on hydrology and infrastructure.
- A community garden on the southern portion of the south parcel could be a useful community amenity.
- The open space can be used to construct a playground or other amenities, but much would remain undeveloped.
- There are trees along the ditch of the northernmost part of the north parcel, limiting views.

Next Steps

The original process proposal listed a public meeting at the next step after completing scenarios. Below is a summary of the Group's discussion of this issue.

- The community needs to have a voice and be able to express their opinions.
- Any public engagement should be interactive and avoid the format of a public hearing.
- A public meeting is especially important for this process, as public comment has been limited.
- It would be useful to have an open house and allow for people to comment on the already-created scenarios, as well as to create their own.
- Executing a public meeting in the given timeframe would most likely require rudimentary scenarios, but they could still be accurate in concept and basic vision.
- Basic design features can be presented to discuss any potential development options.
- A public meeting would be helpful for all stakeholders.
- It would be ideal if potential residents could come to the open house.

- The open house should show scenarios of open space, low density, and mixed-use residential development.
- Scenarios, façade types, and community benefits could all be possible stations at the open house.
- Comments from this meeting could provide information about the general massing of public opinion, and could help begin developing recommendations for guiding principles regarding the development of the property.
- It could become unnecessarily complicated if Boulder City or County Commissioners are invited to the meeting, as they have strict guidelines dictating ex parte and internal communication; also, the attendees may be more interested in interacting with the elected officials than the information at hand.
- There is not impactful value in holding a public meeting if the public comments cannot be aggregated for review to inform any TLSG recommendations.
- TLAG and BCHA could hold separate meetings to better target specific audiences, but this would not allow for a collaborative or cohesive discussion.
- There are many scheduling issues associated with holding a public meeting outside of the times already set aside at the beginning of the process.
- It is possible to hold a public meeting on June 22, 2016, but this will require stakeholders to invest time in preparing beforehand.
- It is possible to hold public comment or an open house at the beginning of a regularly scheduled meeting and have stakeholders discuss the provided feedback and create recommendations for City Council directly after.
- BCHA can still operate within the Boulder Valley Comprehensive Plan timeline if the meetings are pushed back to accommodate public feedback.
- It is important that public feedback not infringe on the Group's ability to provide thoughtful and thorough recommendations or guiding principles.
- Community input is a very valuable part of this process.
- Written feedback should be submitted in a way that is easy to compile.
- Electronic feedback typically encourages more rants than thoughtful and useful feedback.
- It would be useful to give the public an opportunity to create their own scenarios, although there may not be enough time for that exercise.
- BVCP outreach cannot be completed before or in tandem with the TLSG public meeting, as staff would need significantly more time for preparation.

The TLSG agreed to hold a public meeting on June 22, 2016, from 5:00 PM to 7:00 PM. The following actions items must be completed before holding the public meeting.

- City staff will reserve a meeting location and provide snacks.
- Brian Lay and Ian Swallow will create digitized scenarios and create to-scale cutouts of streets.
- Katie Waller will provide summaries for each other scenarios.
- Jay Sugnet and Norrie Boyd will find pictures of potential facades.
- Jay Sugnet will prepare the necessary material for the public to build their own scenario.
- Heather Bergman will create a form for the community to submit feedback.
- TLAG, BCHA, City of Boulder, and Boulder Valley School District (BVSD) will each send out a meeting announcement that Heather Bergman will draft.





Legend

- Aqueduct
- Creek
- Intermittent Creek
- Ditch
- Lateral
- Tailwater
- Ownership Parcels

1 inch = 50 feet

0 100 Feet



Legend

- Aqueduct
- Creek
- Intermittent Creek
- Ditch
- Lateral
- Tailwater
- Ownership Parcels

1 inch = 50 feet

0 100 Feet

2

Twin Lakes Stakeholder Group (TLSG)

Wednesday, July 20 2016

Meeting Summary - Final

Attendance

Stakeholders: Frank Alexander, Norrie Boyd, Brian Lay, Rolf Munson, Dave Rechberger, Glen Segrue, and Ian Swallow

City and County Staff: Dale Case, Pete Fogg, Steven Giang, Michelle Krezek, Susan Richstone, and Jay Sugnet

Facilitation: Heather Bergman and Katie Waller

Meeting summaries are a record of what was said at each meeting. A statement's inclusion does not mean that all stakeholders agree to its accuracy or intention.

Next Steps

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| <i>Heather</i> | <ul style="list-style-type: none">• Write final report and send to stakeholders by July 27.• Send final report with all incorporated edits by August 4. |
| <i>Ian</i> | Coordinate conversations with TLAG representatives regarding feedback on RFPs. |
| <i>All</i> | Submit edits to final report to Heather by August 1. |

Council Recommendation

The Group reviewed City Council's charge to provide context for later discussions and agreements. City Council asked the Twin Lakes Stakeholder Group to:

1. Jointly formulate recommendations for areas of expertise and selection of experts to inform the desired land use patterns for the area. The areas for study should include the suitability for urban development, desired land use patterns, and environmental constraints.
2. Jointly recommend the appropriate range of potential housing units with consideration given to intensity and community benefit, regardless of who holds title to the property.
3. Following the outcome of the BVCP process and 1 and 2 above, jointly recommend a timeline for the formulation of a set of guiding principles to inform next steps.

Density

As the group began to discuss and identify final agreements regarding the density of the property, City staff indicated that a discussion of the number of units on the property would be more useful to the staff recommendation than discussing the land use designation. This will allow staff to understand the intent of the Group and find an appropriate corresponding land use designation. Below are highlights of this discussion.

- The public has expressed significant support for little to no development; this has been Twin Lakes Action Group's (TLAG) position from the beginning, and it best supports the community.
- Limiting development and not changing the existing land use designation does not violate the Boulder Valley Comprehensive Plan (BVCP) and protects the environment and hydrology of the area.
- Significantly developing the property violates the concept of open space and annexing dedicated land is viewed by some community members to be illegal.
- The community has expressed concern about the amount of parking and infrastructure necessary to support high levels of development.

- The process has been useful at fleshing out the community's concerns relate to density.
- It is possible to meet the community interests with up to 12 dwelling units per acre (d/a).
- Members of the community and TLAG will be upset if the property is developed with 12 d/a, as this level of development is out of line with the surrounding neighborhood's density and rural-residential look and feel.
- 18 d/a, the maximum d/a allowed by mixed density residential (MXR), should not go forward in the BVCP; any reasonable development can be done under the current land use designation.
- The land use designation will guide the maximum density that is appropriate for the parcels, but that does not mean development will occur at that maximum level; additional planning and studies will help narrow down the range of d/a within the land use designation.
- History has shown that properties are often developed to the maximum density or higher.
- The Kestrel development in Louisville was initially approved for 191 units and is now 200 units. This is below the 231 units that are allowed at the property based on the zoning.
- The Kestrel development has significant community support and is not the same as Twin Lakes as it is much more urban; however, it was also annexed into a city.
- This dialogue is just the beginning of the planning process, and ongoing work with an advisory group would be beneficial as the project progresses, and discussion becomes more detailed and complicated.
- The density of Gunbarrel is currently around four d/a, and this parcel will increase the density.
- The land use designation decided by the BVCP will stay with the property, even if the Boulder County Housing Authority (BCHA) and Boulder Valley School District (BVSD) choose not to develop it.
- The land use designation guides zoning.
- Gunbarrel is not rural-residential, and has an eclectic mix of residential densities; some people may call it rural-residential due to the lifestyle, but that is not factually correct.
- Any of the low-density housing options could be built on the property under the current land use designation.
- There is no high density residential development in Gunbarrel. The highest level of development is medium, and that is within the City. All properties in the County are low density.
- There is a mixture of housing types and densities within Gunbarrel.
- An average dwelling unit has 1.8 cars; an increase in cars with higher density development at Twin Lakes would not be sustainable on a road that is managed by multiple jurisdictions.
- 12 d/a is not an option and will lead to adversarial actions.
- The property owners have the right to build on this land under the current land use designation, and TLAG will continue to participate in discussions if this level is pursued.
- It is not allowed to submit a land use change to keep the designation the same, which is why request 36 was submitted to change it to open space.
- Affordable housing is not feasible at two to six d/a due to the cost of development.
- There is a memo previously written by BCHA staff that indicated five d/a would be feasible.
- Circumstances have changed since that memo was written, particularly construction costs. The memo does not address the feasibility of developing at this level using single family homes.
- The cost per unit increases with property complications, such as wildlife mitigation and soil and hydrological engineering solutions.
- The property studies have not yet been completed to understand the development costs of this property, so it is too early to assume that development at this level is not affordable.
- Based on the currently available information, it is reasonable to assume that this level of development will not be feasible to construct affordable housing.
- It sounds as though BCHA purchased the wrong piece of land if it is not feasible to develop the desired product under the current land use designation.
- It is possible to provide affordable housing at this level, but community amenities would be eliminated and community interests would not be met.

- The developer is not required to provide community amenities that are neighborhood benefits. The fewer units that are constructed, the more costs are added to each unit. To maintain affordability, many community benefits could not be provided.
- Community amenities could be provided through private-public partnerships and would likely only cost the developers around \$50,000 to \$100,000.
- While public-private partnerships will be useful to consider down the road, any development occurring now will be done within market prices. Ongoing maintenance costs of the property must also be taken into consideration. The concern is not regarding capital, but rather meeting the debt services requirements.
- Neighbors are willing to contribute financially to ensure that the property maintains the rural-residential feel of the neighborhood.
- A mixed residential land use designation would allow for more affordability.
- Certain land use designations correspond with zoning regulations limiting the types of housing types that may be constructed on the property.
- At the time of annexation, additional conditions on the number and/or type of units could be included in the annexation agreement between the property owner and city.
- Concessions have already been made to go from 18 units to 12 units; decreasing any further will make it challenging to get anything funded and constructed.
- The cost of the development is the infrastructure necessary to prepare the property for vertical development; the cost of development increases when infrastructure is spread out over a property.
- Single family homes with big yards are not the norm for affordable housing and is likely not a good idea.
- BVSD's parcel being free has made the development feasible, not free.
- A piece of land with these unique characteristics for serving affordable housing needs is hard to come by, regardless of its price.
- Staff should examine the planning reserve for more suitable properties for this project.
- The four decision-making bodies involved in the BVCP indicated at the start of the process that land within the current service area should be examined to meet housing needs, and it would be undesirable to open the planning reserve.
- There has not been a market study done to indicate the actual desires of the community beyond those involved in the process thus far.
- Input is more useful in regards to design rather than financing.
- Two-way conversations with meaningful public input would be desirable to both the community and developers.
- Ongoing advisory group participation would become more challenging for TLAG members at higher densities and could become adversarial.
- Community amenities for residents and neighbors become imperative at higher levels of development.
- The advisory group should include prospective residents in the future.
- Affordable housing is more feasible at 12 d/a than at lower levels.
- An apartment building would not be needed to construct 12 d/a, as it could likely be achieved with a mix of multiplexes.
- 12 d/a violates TLAG's mission statement.
- It has been stated at City Council and public meetings that although MXR is the desired land use designation, it is unlikely that the density would be maxed out at 18 on the property; however, these statements may not be true if the designation change occurs.
- It is inaccurate to try to represent the intention of the developers.

Given the above discussion, the Stakeholders came to the following agreements:

If zero dwelling units per acre are constructed, then:

- Hydrological, wildlife, rural residential, and other community interests will be met.
- Principles of open space will be met, and annexation will not be necessary.
- Affordable housing will be not provided for the community on these properties.
- **Perspectives:**
 - *TLAG has a strong preference for zero units. It is consistent with the request for land use designation that they submitted.*
 - *BCHA and BVSD cannot develop affordable housing units under this approach.*

If six dwelling units per acre are constructed, then:

- It will be hard to meet affordable housing needs due to the cost of development, including building costs, hydrological and mitigation solutions, and wildlife habitat mitigation efforts.
- Development will not be able to accommodate as many other community interests and amenities, such as open areas, community gardens, trail connections, etc.
- Private-public partnerships could be explored to fund community benefits. TLAG is prepared to work to raise both upfront funding to develop community benefits, as well as funding to support ongoing maintenance costs. BCHA and BVSD indicated that this would help with the costs of development but may not be sufficient.
- Attached, multi-family housing options will need to be constructed. This would require a deviation from the current BVCP restrictions for development at this density.
- Fewer households would be served by affordable units at this density.
- More interests identified by the community and TLAG could be met at this density.
- An ongoing TLAG advisory group would be needed to help guide design and ensure consistency with surrounding neighborhoods. TLAG representatives are willing to participate in such an advisory group; BCHA and BVSD are interested in working with such a group.
- **Perspectives:**
 - *Six units per acre could be acceptable to TLAG if it abides by all of the stipulations outlined in the bullet points above. Six units per acre is a compromise number for TLAG, as it is higher than the zero units they prefer and deviates from their requested land use change. TLAG acknowledges that by-right development at this density can occur under the land use designation.*
 - *BCHA and BVSD indicated that six to twelve units per acre could be feasible for them to develop affordable housing, but further analysis would be required to be sure.*

If 12 dwelling units per acre are constructed, then:

- Community benefits must be superb for those within and outside of the development.
- An advisory group must influence the design and community benefits; this group should include potential residents and is even more important to have when developing at a higher density.
- The development will be more financially feasible and is more likely to meet identified housing interests.
- Diverse housing types will be explored and utilized, including townhomes, multiplexes, and single-family detached homes.
- **Perspectives:**
 - *BCHA and BVSD have a strong preference for this number of units. As their land use change request sought to allow up to 18 units, they believe that this is already a compromise number.*
 - *TLAG will not be able to support this development, as it is contrary to their mission statement.*

Guiding Principles

The Group discussed guiding principles that should be followed as this process continues. During the conversation, it was clarified that these guiding principles are assuming development of the property. They will likely not apply if the property is not developed. Below are highlights of the stakeholder's discussions.

- Continuation of the advisory committee is important, as is clear and thoughtful communication.
- Transparency is necessary moving forward.
- All stakeholders must trust the channels of communication should development occur.
- Negative impacts to the neighborhood go beyond traffic and include the impacts of increased population utilizing the existing infrastructure, such as grocery stores and parking throughout Gunbarrel.
- Wildlife needs to be able to go back and forth between Twin Lakes.
- The community has indicated a preference for diverse housing types and wants design consistent with the surrounding neighborhoods.
- 1.8 parking spots should be assumed to be needed per unit.
- Not all units will need 1.8 parking spots per unit.
- An impact analysis as part of the site plan review will have to be completed to understand parking needs.
- Community amenities will have to go through layers of refinement to identify what is appropriate and what is available to residents versus the broader community.
- Meeting affordable housing needs of the community is important.
- There should be a set-aside for wildlife, rather than just designating wildlife corridors.
- These guiding principles should be shared with the four decision-making bodies.

After considering the above points, stakeholders agreed to the following guiding principles if development occurs:

- Continue an advisory group to influence development, design elements, etc.
- Be thoughtful and clear about communication and ensure transparency going forward.
- Mitigate impacts on existing infrastructure and neighborhoods.
- Delineate wildlife habitat and corridor, open space, trails, and create a set-aside for no development.
- Ensure a diversity of housing types.
- Create a design that is consistent with the current surrounding neighborhoods.
- Ensure adequate parking to minimize negative impacts on the surrounding neighborhoods.
- Supply appropriate numbers and types of community amenities to the public.
- Supply appropriate numbers and types of affordable housing units.

Studies

City Council charged TLSG with jointly recommending studies to be completed regarding the Twin Lakes properties. Below are the highlights of this discussion.

- The studies were meant to inform the land use designation process, but studies have just begun and will not be completed until after the land use designations have been decided.
- No credence was given to TLAG's feedback regarding the experts of the scope of work for the underway hydrological study.
- The hydrological study is inadequate and will likely be followed up by engineering studies, not a more thorough hydrological study.
- Studies that inform the land use designation process are different from those completed by the developer as part of their due diligence.

- It was explained earlier in the facilitated dialogue process that staff would be making their recommendations based on existing information, rather than completing additional studies; this is a policy decision that applies to all land use designation changes under the BVCP.
- There has been no effort to study the feasibility of request 36 that would change the designation to open space.
- Any studies completed after the land use designation decision will influence development, not open space.
- While not everyone agrees with the order of studies, it is how land use designation recommendations have been decided in the past.
- So far, staff has looked at all the available information and will use any more information that may become available before the recommendation is due; more detailed studies will be useful for on-the-ground decisions.
- Land use designation changes are policy decisions and are decided in a larger context than a single parcel.
- This process has not allowed requests 35 and 36 to be equally considered.
- TLSG has failed to meet City Council's charge regarding studies, as there has been no stakeholder input into selecting experts.
- TLSG has discussed all the areas of concern, even if the information is not perfect.
- It is hard to say all the areas of concern have been discussed if studies have not been completed.
- The process of studies and land use designation changes is illogical.
- Planning a development during the BVCP is different from most development processes and has led to more information being available than for similar projects.
- Twin Lakes seems to be on a different timeline than CU South; this indicates that there is a double standard.
- CU South has a different set of issues and is unique due to the University's involvement. Jay Road is comparable to Twin Lakes but does not have as much available information because there is no development proposal or facilitated process. There is no to-do list for this type of process.
- Developers often do not want to put significant resources into a project before they are sure that development will move forward; BCHA and BVSD have been responsive to top concerns and has been putting resources into those.
- Putting resources into studies is not typical at this stage of development.
- These studies provide facts and will not be skewed towards development.
- Staff recommendations for the land use designation are due August 8, 2016; any feedback from TLAG would be best to have before July 23, 2016, or should be shared at the public hearings.
- The necessary studies cannot be completed in time to inform the land use designation decision.
- The City requires the detailed studies at the time of Site Review when there is a detailed proposal to react to.
- The public can continue to remain engaged with the development process and influence the studies to be done through concept plan and site review processes.
- Staff's time invested into this process and allowing TLAG to present information is appreciated, but there is more information that must be considered to make the land use designation change decision.
- TLAG would like to present additional information before the open house; staff would seriously consider this information and take it into account when making their recommendation.
- If TLAG wants to influence future studies directly, they have to work directly with the property developer.
- While some studies are flexible, many are required by federal, state, or local law; anything above these requirements is up to the developer and may be influenced by the community.
- It is important to have community input on the scope of the traffic study to ensure that it is not constrained to only nearby intersections but include Gunbarrel's entire infrastructure.

- The traffic study will ensure that the development is properly serving its residents, as it does no good to have inadequate parking.
- There needs to be an impact study of what will happen if 1,000 people move into Gunbarrel.
- The community will have more input in this process than a typical development process because BCHA and BVSD are the developers.
- Impact studies will be very extensive.
- TLAG would like to be able to see and comment on all the requests for proposals (RFPs) before they are issued.
- BCHA has a very strict purchasing and contracting process, but there are ways that TLAG and an advisory group will be able to comment on the RFPs scope and expertise.
- It may be necessary to have any community members who are influencing RFPs to sign non-disclosure agreements.
- It is not advantageous to list all the RFPs, necessary scopes, and expertise right now; it is a better use of Stakeholder time to make a commitment to one another to discuss these issues as they arise.
- Feedback is important, and the RFP process must remain expeditious and timely.
- Stakeholders can work offline to come up with a process for gathering feedback.
- It is possible for community members to offer feedback based on RFPs that have already been issued to save time and avoid non-disclosure agreements.

In regards to City Councils charge of jointly informing studies, TLAG agreed to the following:

- ***Regarding land use designation changes:***
 - TLAG feels that the TLAG failed to fulfill this aspect of the Council motion, particularly as it relates to analyzing the feasibility of land use designation change request #36.
 - BCHA/BVSD feel that they gained additional information and have more information available than they have ever seen in similar processes.
 - TLAG will present additional information and study results to City and County staff before the August 8 Open House; staff commits to seriously reviewing these studies.
- ***Regarding land use patterns if development and annexation occur:***
 - Further hydrological assessments are desired, specifically regarding impacts to surrounding homes.
 - Further traffic studies are needed.
 - BCHA and BVSD will consult with the TLAG representatives prior to issuing additional RFPs to gain their input on the scope of work and desired expertise for contractors. The Stakeholder Group agrees that this should occur in a way that is timely and expeditious.
 - Ian Swallow will begin to coordinate conversations with TLAG representatives regarding feedback on RFPs.

Next Steps

BVCP Process

The following dates are the notable events and deadlines for the BVCP process as it relates to Twin Lakes land use designation change decisions:

- August 8 - Open House
 - This open house will focus on Twin Lakes, Jay Road, and 3rd Street.
 - All residents within 600 feet of the properties being discussed will get notifications about the open house, County hearing, and City hearing dates.
- August 30 – County Hearing
 - Public comment will be received at this meeting.
 - Those submitting a land use designation request should be at this meeting.
- October 13 – City Hearing

- Public comment will be received at this meeting, and this will be last chance to public testimony regarding this issue.
- City Council will be the last of the four bodies to make a final decision, currently scheduled for November 1, 2016. The full schedule is available on the BVCP website at <https://bouldercolorado.gov/bvcp/bvcp-changes>.

Final Reporting

Stakeholders requested the following information be included in the final report to be prepared by the facilitator:

- Links to more detailed information than is included in the final reports, including all meeting summaries and public comment
- Origin of the group
- Meeting process and schedule
- Key themes
- Final agreements
- Differing opinions on the outcome related to studies

Heather Bergman will write the final report and send it out to TLSG via email on July 27, 2016. All edits to the report should be submitted by Monday morning on August 1, 2016. The final report will be given to staff on Thursday, August 4, 2016. Participants should not circulate the draft of the final report until it has been edited and approved by all stakeholders.

Expectations

Participants discussed how they will talk about this facilitated dialogue going forward. Stakeholders will continue to represent their own views only, and avoid speaking to the intentions or thoughts of others. To do otherwise will not honor the professional and respectful conversations that have taken place during the process.

ATTACHMENT D: SUMMARY OF FEEDBACK ON CONCEPT MAPS

Twin Lakes Stakeholder Group (TLSG)

Wednesday, June 22, 2016

Public Open House Summary and Associated Emailed Comments

Introduction

The purpose of the open house was to solicit community feedback on several land use concept maps the Twin Lakes Stakeholder Group developed as options for the Twin Lakes properties. The concept maps reflected the Group's exploration of different land use options, ways the property could be configured, and where/how dwelling units, roads and various amenities could be constructed on the properties if development occurs. The maps included open space, wildlife corridors, trails and other community benefits. There were concept maps based on the current land use designation of low density residential, as well as the proposed open space land use designation and the proposed mixed density residential land use designation. The maps were conceptual only; they are the outcome of collaborative discussions by the Stakeholder Group and do not represent an agreement or proposal.

The Stakeholder Group hosted the open house to learn what components of each map are appealing to the community and why, as well as which aspects are not appealing and why not. Additionally, the Stakeholder Group was interested in hearing community perspectives on which building style(s) and façade(s) are viewed as being most appropriate for the Twin Lakes should development occur. Blank maps and building cut-outs were also available for anyone interested in creating an additional concept map for the Stakeholder Group's consideration. Approximately 60 members of the community attended the open house.

In addition to taking comments on the concept maps at the open house, the Stakeholder Group also invited comments via email. The concept maps and descriptions were posted on the City of Boulder website and comments were accepted for more than two weeks. Approximately 35 comments were submitted via email.

| SCENARIO ONE |
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| <ul style="list-style-type: none">• No dwelling units• Community open space |
| LIKES |
| <ul style="list-style-type: none">• Meets community and neighborhood needs• Provides additional open space for the nearby residents• Supports wildlife• Compliments the existing Twin Lakes Open Space• Offers trail connections within the property and to other areas with the construction of bridges• Increases recreational offerings in the area• Integrates structured and unstructured community assets• Provides community amenities, such as a community garden• Preserves open space• Limits development of the property• Does not increase flooding risks, traffic, or density• Does not place additional stress on existing infrastructure• Preserves neighborhood character• Adheres to Boulder Valley Comprehensive Plan (BVCP) policies• Maintains the integrity of nearby neighborhoods• Encourages ecological benefits such as endangered pollinator habitat, shortgrass prairie reintroduction, and wildlife habitat |

| SCENARIO ONE | |
|---|--|
| <ul style="list-style-type: none"> • No dwelling units • Community open space | |
| CONCERNS | |
| <ul style="list-style-type: none"> • Offers no additional affordable housing opportunities • Encourages the idea of needing affordable housing, but not wanting it close to any existing neighborhoods • Does not address hydrology concerns, as new vegetation types and a community garden could increase the water table • Needs larger wildlife corridor and undisturbed wildlife areas • Benefits only immediate neighbors • Does not provide adequate reason to change the land use designation • Will be disregarded by decision makers • Creates confusion over whether Boulder County or the City of Boulder will pay for maintenance and liability • Increases mosquito concerns • Does not validate affordable housing needs | |
| POSSIBLE IMPROVEMENTS | |
| <ul style="list-style-type: none"> • Add a park or owl recognition area. • Increase undisturbed wildlife area. • Build a park. • Leave one parcel more open and with fewer trees than the other to allow plane and kite recreational opportunities. • Replace the community garden with native prairie grass. • Build a playground. • Remove the pond. • Create less formal recreation options. • Consider adding an aviary, short grass prairie demonstration area, and native vegetation. • Add a dirt bike area for children. | |
| GENERAL COMMENTS | |
| <ul style="list-style-type: none"> • Leave the property the way it is to save money. • This is the only acceptable scenario. • This scenario will create the only park in the area. • This land is unsuitable for any development due to hydrological concerns. • Gunbarrel is a dumping ground for Boulder and leaving this area as open space is a step in the right direction of how the area should be treated. • Gunbarrel should not be a part of Boulder. • Affordable housing should be built closer to services and businesses. • The pond may not be necessary with the Twin Lakes so close. • This scenario is manipulative in terms of human impact. • The City of Boulder should stay out of this scenario. • The resources that would be used to implement this scenario would be better spent on mitigating larger Boulder County concerns, rather than enhancing an area for the benefit of immediate neighbors. | |

| SCENARIO TWO | |
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| <ul style="list-style-type: none"> • 34 units on north field • 24 units on south field • 58 units total • 2.9 units per acre • Housing for approximately 133 people • One-story buildings | |
| LIKES | |
| <ul style="list-style-type: none"> • Preserves infrastructure with low density • Maintains wildlife space with defined corridor • Meets the needs of the senior population • Provides low-density housing • Provides direct access to Twin Lakes Open Space • Offers trail connections within the property and to other areas with the construction of bridges • Attempts compromise between those who do not want development and those who do • Increases impervious surfaces less than other development options • Provides lower density housing than other proposed scenarios • Integrates new and existing residences • Matches density of surrounding neighborhoods • Provides nice housing types compared to apartment buildings or dense townhomes | |
| CONCERNS | |
| <ul style="list-style-type: none"> • Increases cars without providing adequate parking • Does not provide adequate parking • Causes increase in crime • Increases density too much, which will cause overcrowding • Damages neighborhood character • Increases density so it does not match nearby neighborhoods • Violates BVCP commitment to infill development • Decreases size of the wildlife corridor and undisturbed wildlife areas • Destroys habitat values of the fields • Increases the probability of taxpayers having to pay for damages due to unsuitable development in the future • Creates an affordable housing enclave • Creates drainage problems and does not address hydrological concerns • Increases traffic • Increases noise • Does not provide adequate housing to meet Boulder County's needs • Does not provide the infrastructure to support population increase • Increases risk of nearby residences flooding • Increases density in an area without adequate services and infrastructure • Develops on a flood plain | |
| POSSIBLE IMPROVEMENTS | |
| <ul style="list-style-type: none"> • Move development further away from bird habitat. • Ensure enough interior parking so there is no parking on Twin Lakes Road. • Add a community garden. • Make it all open space. • Define parking spaces. | |

| SCENARIO TWO | |
|---|--|
| <ul style="list-style-type: none"> • 34 units on north field • 24 units on south field • 58 units total • 2.9 units per acre • Housing for approximately 133 people • One-story buildings | |
| <ul style="list-style-type: none"> • Add more community amenities and features. • Make all homes single-family homes. • Keep northern parcel natural open space. • Add a community garden and playground on the south side. • Drastically reduce the density of dwelling units. • Offer a variety of units without increasing density. • Find ways to minimize light pollution. • Add a playground. • Come up with enforceable no-parking policies for Twin Lakes Road. | |
| GENERAL COMMENTS | |
| <ul style="list-style-type: none"> • This is the only acceptable scenario if the area is not left as open space. • The façade photographs of this development are depressing. • Affordable housing should be dispersed in a region and not concentrated. • Twin Lakes Road cannot become a parking lot. • This scenario is in direct contrast to what was voiced at neighborhood listening sessions. • Affordable housing should be offered in Gunbarrel Center, not at this location. • Boulder County should buy or redevelop dispersed units in existing complexes. • Using this property for anything other than open space is tax fraud. | |

| SCENARIO THREE | |
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| <ul style="list-style-type: none"> • 42 units on northern field • 42 units on southern field • 84 units total • 4.2 units per acre • Housing for roughly 193 people • Two-story buildings | |
| LIKES | |
| <ul style="list-style-type: none"> • Offers community amenities, such as a garden, playground, walking trails, and open space • Offers trail connections within the property and to other areas with the construction of bridges • Maintains wildlife space with defined wildlife corridor • Provides tasteful housing and spacing • Offers more open space than other scenarios • Increases density to an acceptable level • Encourages entire community to utilize community amenities, not just the immediate neighbors • Allows buffer between existing houses and new development • Offers sufficient parking • Does not require a change from the current land use designation | |

| SCENARIO THREE |
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| <ul style="list-style-type: none"> • 42 units on northern field • 42 units on southern field • 84 units total • 4.2 units per acre • Housing for roughly 193 people • Two-story buildings |
| CONCERNS |
| <ul style="list-style-type: none"> • Allows development on a flood plain • Allows development in an environmentally-sensitive area • Increases density in a damaging manner • Leaves room for neighbors to continue complaining • Does not meet senior housing needs, as two- or three-story buildings are not good for the senior population • Does not provide adequate parking for influx of people • Places playground right next to Twin Lakes Road • Does not provide adequate, affordable housing to meet the needs of Boulder County citizens • Increases traffic, noise, and congestion • Utilizes poor design elements • Impacts wildlife negatively by taking away open space and decreasing the size of the wildlife corridor • Impacts neighborhood character adversely • Ignores drainage and hydrological concerns |
| POSSIBLE IMPROVEMENTS |
| <ul style="list-style-type: none"> • Preserve the land as natural open space. • Increase the size of the wildlife corridor. • Build denser housing. • Offer more on-site parking. • Use design elements from Louisville. • Offer more diverse building densities throughout the property. • Do not build any two-story units. • Add some single-family detached homes instead of all multi-unit homes. • Reduce the unit density. • Add a dog park. • Make the density more compatible with that of surrounding neighborhoods. • Reduce the height of the buildings to keep mountain views from Red Fox Hills. • Retain open space look and feel with wildlife, viewsheds, and riparian corridors. • Add walking trails on both sides of the development. • Construct a Twin Lakes community park. • Surround buildings with mature evergreen trees. • Include more trails within the community to allow new residents to access the current trail system. • Offer more diverse structures and floor plans. • Move the road and all parking to the inside of the development to decrease disturbances for open space visitors. • Add a trail connection on the western side of the south parcel. • Utilize townhome-style housing rather than apartment buildings to fit into the neighborhood. |

| SCENARIO THREE | |
|---|--|
| <ul style="list-style-type: none"> • 42 units on northern field • 42 units on southern field • 84 units total • 4.2 units per acre • Housing for roughly 193 people • Two-story buildings | |
| GENERAL COMMENTS | |
| <ul style="list-style-type: none"> • The County should find money to buy dispersed units in existing Gunbarrel complexes to provide permanent affordable housing. • Future developers will probably add more houses in the undesignated areas after the initial building. • This property should not be annexed, and the City of Boulder should stay out of this area. • Boulder Valley School District (BVSD) parcel has the land dedication for school or recreational use only. • The buildings are ugly and boring. • Hot air balloons could come back if the area were turned into a park. • There is a lot of wasted space that could be used to increase the size of the wildlife corridor or open space. | |

| SCENARIO FOUR | |
|--|--|
| <ul style="list-style-type: none"> • 69 units on north field • 48 units on south field • 117 units total • 5.8 units per acre • Housing for roughly 269 residents • Two-story buildings | |
| LIKES | |
| <ul style="list-style-type: none"> • Maintains neighborhood character with space between and arrangement of buildings, particularly the use of tri-plexes • Mitigates visual impact of density with spacing between units • Creates nice buffer with existing houses by placing infrastructure inside the development and having yard backing the existing homes and the wildlife corridor • Is within the current LDR density • Offers community benefits and features, such as a playground, community garden, and walking trails • Offers reasonable density compared to other scenarios • Creates nicer visual with driveways in front of units • Offers appropriate mixed density • Provides a significant amount of affordable housing for Boulder County • Balances open space and development with an acceptable density • Allows space between existing houses and new development | |
| CONCERNS | |
| <ul style="list-style-type: none"> • Increases density in a detrimental manner • Disregards hydrological concerns with construction in a high groundwater area • Increases traffic, noise, and congestion | |

| SCENARIO FOUR | |
|--|--|
| <ul style="list-style-type: none"> • 69 units on north field • 48 units on south field • 117 units total • 5.8 units per acre • Housing for roughly 269 residents • Two-story buildings | |
| <ul style="list-style-type: none"> • Does not provide adequate parking • Offers only one type of home styles • Does not match the rural-residential feel of the existing neighborhoods • Increases risk of flooding • Decreases undisturbed wildlife areas • Offers playground, but next to a road • Removes foraging grounds • Impacts the environment and wildlife negatively • Creates too many road cuts • Does not offer connection between north-south unpaved trails • Offers only single-road access | |
| POSSIBLE IMPROVEMENTS | |
| <ul style="list-style-type: none"> • Move the playground away from the road. • Move the wildlife corridor away from the road. • Offer more diverse housing styles. • Build patio homes rather than duplexes to fit in with the character of the neighborhood. • Increase trail connections, especially on the west side of the south parcel. • Construct a dog park on the northwest or southwest corner. • Offer single-story homes for the senior population. • Preserve as natural open space. • Keep or relocate the dirt bike play area. • Decrease density. • Increase the size of the wildlife corridor. • Increase the amount of open space. • Extend the sidewalk. • Add a second playground on the southern parcel. • Increase defined community space features. • Make the northern parcel and open space park and build a playground on the southern parcel. | |
| GENERAL COMMENTS | |
| <ul style="list-style-type: none"> • This is very unattractive in so many ways. • The County should find money to buy dispersed units in existing Gunbarrel complexes to provide permanent affordable housing. • The design is ugly. • This should be the maximum density considered. • The additional required parking lots would cover all the open space. • The residents of the area should vote on what happens to the land; a community forum and open house is not an official record of the decision about this land. | |

| SCENARIO FIVE | |
|--|--|
| <ul style="list-style-type: none"> • 72 units on north field • 96 units on south field • 186 units total • 8.4 units per acre • Houses roughly 386 residents • Two-story buildings | |
| LIKES | |
| <ul style="list-style-type: none"> • Accommodates a diverse range of people • Utilizes a diversity of structure types • Offers wildlife corridor • Balances open space and density • Explores the concept of shared backyards • Gives the illusion of more space with building clusters • Offers community amenities and features, such as a playground and walking trails • Provides significant affordable housing for Boulder County residents | |
| CONCERNS | |
| <ul style="list-style-type: none"> • Leaves room for future construction to add additional units • Increases density in a detrimental manner • Increases concerns about groundwater levels • Increases risk of flooding in surrounding neighborhoods • Does not fit in with surrounding neighborhoods • Increases density with no consideration for needs of existing neighbors • Sets a bad precedent • Allows development on a flood plain and in a high-risk flood zone • Does not fit the rural residential feel of surrounding neighborhoods • Does not provide adequate wildlife area • Increases traffic, noise, trash, and congestion • Allows for overpopulation in a rural setting • Denies a proper-sized wildlife corridor • Does not provide adequate parking given the increase in density • Lacks integration of north-south walkways • Does not balance density between parcels • Allows a large, 30-unit building, which does not fit the character of the neighborhood • Increases impervious surfaces, especially once parking is added • Does not meet senior housing needs, as two- or three-story buildings are not good for the senior population • Places a playground next to a road • Violates many BVCP policies, specifically policy 7.3 • Increases the need for police presence • Increases resident turnover | |
| POSSIBLE IMPROVEMENTS | |
| <ul style="list-style-type: none"> • Preserve as open space. • Increase open space. • Make it open space with a park area, trees, a natural playground, and community gardens. • Identify ways to better meet the needs of existing residents and honor the initial intention of the land when it was donated by the developer. | |

| SCENARIO FIVE | |
|-------------------------|--|
| | <ul style="list-style-type: none"> • 72 units on north field • 96 units on south field • 186 units total • 8.4 units per acre • Houses roughly 386 residents • Two-story buildings |
| | <ul style="list-style-type: none"> • Evenly balance density between the two parcels. • Create better trail connections on the west side of the southern parcel. • Keep the dirt bike play area for local children. • Put solar panels on the parking structures. • Do not use three-story buildings. • Add more undisturbed wildlife areas. • Reduce the density. • Turn the 30-unit building into 18 units with two cul-de-sacs of 3-3 units. |
| GENERAL COMMENTS | |
| | <ul style="list-style-type: none"> • Current density limits should not be changed. • The design features are ugly. • The southern parcel is a school land dedication and should be used for recreation or a school only. • Development creates a dense, affordable housing enclave that is out of sync with surrounding neighborhoods. • The County should find money to buy dispersed units in existing Gunbarrel complexes to provide permanent affordable housing. • Development should be near bus stops and services. |

| SCENARIO 6 | |
|-------------------|--|
| | <ul style="list-style-type: none"> • 126 units on north field • 111 units on south field • 237 units total • 11.85 units per acre • Houses roughly 545 residents • Two-story buildings |
| LIKES | |
| | <ul style="list-style-type: none"> • Offers a diversity of units to potentially meet the needs of a variety of people • Offers adequate space for a wildlife corridor • Offers trail connections within the property and to other areas with the construction of bridges • Creates a playground for local children |
| CONCERNS | |
| | <ul style="list-style-type: none"> • Increases density too much • Allows development on a flood plain • Increases population and cars in an unsuitable manner for the area • Does not offer adequate parking for the number of people • Does not allow adequate space for a true wildlife corridor and wildlife areas • Changes the neighborhood drastically |

| SCENARIO 6 | |
|---|--|
| <ul style="list-style-type: none"> • 126 units on north field • 111 units on south field • 237 units total • 11.85 units per acre • Houses roughly 545 residents • Two-story buildings | |
| <ul style="list-style-type: none"> • Develops in a manner unsuitable for the local hydrology • Destroys the rural-residential feeling • Damages neighborhood character • Allows three-story buildings, which are too tall for the area • Segregates proposed residents in a public housing project, far from jobs and services • Does not address the existing problem of road maintenance, which will be exacerbated by increasing the population • Does not match density in the surrounding neighborhoods • Impacts neighbors adversely • Forces residents to park on the street due to lack of on-site parking • Blocks viewsheds of surrounding neighbors • Requires extreme traffic mitigation techniques, such as a stop light • Aligns trails through wildlife corridor • Creates a ghetto of affordable housing in an area of single-family homes • Does not meet senior housing needs, as two- or three-story buildings are not good for the senior population • Violates BVCP policies • Destroys the environment • Does not mitigate hydrological concerns | |
| POSSIBLE IMPROVEMENTS | |
| <ul style="list-style-type: none"> • Move large buildings away from the Twin Lakes. • Preserve as open space. • Listen to the community desires. • Reduce density in the southern field. • Increase room for wildlife. • Align density with surrounding neighborhoods. • Mitigate hydrological concerns to avoid flooding in Red Fox Hills. • Provide adequate parking to discourage parking on Twin Lakes Road. • Create a very thoughtful parking plan. • Do not construct any three-story buildings. • Decrease density. | |
| GENERAL COMMENTS | |
| <ul style="list-style-type: none"> • The design features are unsightly. • This design is poorly thought out and is ugly. • This area has been historically intended for open space since the 1977 BVCP. • The design and density should fit into the existing neighborhoods, per the BVCP. | |

General Comments from Public Meeting

- This feels like a project dump.
- The needs and desires of the neighborhoods are being ignored.
- Boulder needs to keep their hands off Gunbarrel; it should not be subject to City government, taxes, or laws.
- Adequate parking must be provided if there is any development.
- There are many more needs in Gunbarrel that should be addressed before this project.
- This public meeting gives the illusion of choice when that is not the case.
- Staff should balance humanity with what they want to do.
- Affordable housing should be constructed at Pollard, Boulder Community Health, or Gunbarrel Center.

Questions from Public Meeting

- Who will own and maintain the area if Scenario One is chosen?
- How will traffic be regulated on Twin Lakes Road in the case of development?
- Who will control access in and out of Twin Lakes Road in the case of development?
- How is this land going to be annexed? It is surrounded by County land with no contiguity.
- What happened for the 4.4 acres of BVSD land? Originally it was described as 14.4 acres.

| Themes from Comments Submitted Via Email | |
|--|--|
| <i>Hydrology</i> | <ul style="list-style-type: none">• This area is inappropriate for any development due to hydrology.• Development in this area will cause houses in Red Fox Hills to flood more frequently. |
| <i>Community</i> | <ul style="list-style-type: none">• Gunbarrel is a unique and specific sub-community that is different from Boulder.• Any development must honor the community priorities of Gunbarrel.• Turning the property into open space benefits the community most.• Residents moved to Gunbarrel for the open space and rural-residential feel.• The fields must be preserved as open space to protect the community and surrounding neighborhoods.• Gunbarrel needs a centrally-located park.• Nearby residents prefer wilderness and nature.• Simply because the surrounding neighbors are used to living near open space does not mean that is the best use of the property. |
| <i>Ecological Values</i> | <ul style="list-style-type: none">• This area is not an environmental monoculture and has significant value.• Developing over riparian areas will cause many problems in the area, as well as endanger the site's inhabitants.• The City has not fully considered the environmental, open space, and wildlife values in this area.• The fields must be preserved and left as open space to protect the wildlife and other ecological values in the area.• The environmental-wildlife balance will be upset with any development.• Development will compromise the Great Horned Owl hunting grounds. |
| <i>Density</i> | <ul style="list-style-type: none">• Rural-residential density is the only acceptable density for the area.• This development holds the possibility of endangering the Gunbarrel experience with light pollution, noise, and overcrowding.• Three apartment buildings have been constructed with not additional parks or open space. |

| Themes from Comments Submitted Via Email | |
|---|---|
| | <ul style="list-style-type: none"> • Boulder has overdeveloped the City, and it is not right that Gunbarrel residents are having their housing compromised because of it. • The currently-zoned density should remain. • Lack of amenities in the area prohibits adequate integration of a denser population. • Adding population density to the area will put stress on Gunbarrel amenities. • Increasing density allows the City the opportunity to provide additional amenities to the area, such as playgrounds and libraries. • If there is an increase in density, the developer must look at measures to increase safety, such as sidewalks and traffic mitigation. |
| <i>Design Features</i> | <ul style="list-style-type: none"> • Any development should include open space outside of the development, as well as an undisturbed wildlife corridor. • Trail connectivity within the properties and to Twin Lakes should be offered, particularly the proposed bridges. • These properties should only have an unpaved bike path, similar to the one at Twin Lakes. • It is unclear how the community garden will have access to water if the property is not developed. • One- or two-story duplexes are better than large apartment buildings. • All community amenities and shared space should be kid-friendly, beyond just sand pit with a jungle gym. • The playground should include a basketball court. • The use of solar panels should be explored wherever appropriate. • The current design features are very disappointing and lack the imagination and creativity that can unfold when a process runs according to land use rules. • One story units are the only feasible options for the senior and disabled populations, but a scenario with a combination of two-story and one-story units could work as well. • Developers should make an effort to find public transportation options that can be explored in this area. • A substantial portion of the houses should be age-restricted to meet the needs of the aging population. • It is not appropriate to put a community garden in the middle of a wildlife corridor or area, as it would create conflicts between gardeners and wildlife. • Human activity in a wildlife corridor would be a deterrent for animals that need to pass. • The two-story, 30-unit building should have increased living areas than the Lydia Morgan Senior apartments. • The facades of the two- and three-story buildings with 12 to 15 units are quite different but still look nice. • The one- and two-story buildings with eight units are sturdy, elegant, and refined. • The two-story building with six units is beautiful but possibly more expensive. |
| <i>Affordable Housing</i> | <ul style="list-style-type: none"> • Rent-to-own affordable housing would be a good option for this area to create a more permanent community. • This development should be moved to 63th and Lookout. • While affordable housing is needed, this is not the proper location. • There are no services in this area to meet the needs of affordable housing |

| Themes from Comments Submitted Via Email | |
|---|---|
| | <p>residents.</p> <ul style="list-style-type: none"> • The City of Boulder should offer affordable housing within the City. • Affordable housing is a responsibility that all must incur to meet the desire for an inclusive community, even if it is not desired by direct neighbors. |
| <i>Scenarios</i> | <ul style="list-style-type: none"> • The only acceptable scenarios are scenario one and the unspoken scenario of leaving the property as it is. • The only acceptable option is scenario one. • Scenario one is the best option, as it would give children a place to play rather than Snug Harbor, which has liability issues. • Scenario one must include parking unless it is anticipated that only those within walking distance will utilize the open space. • Scenario one provides a park area that will have the same negative impacts on wildlife as scenario two. • Scenario one would be the best fit for the neighborhood and would likely increase property values in the area. • Scenario two fits into the surrounding neighborhood best, but the density is still less than the surrounding areas. • Scenario two is the best option, especially given BCHA's positive history in constructing area-specific developments accepted by the community, such as Kestrel in Louisville. • Scenario two is the best for the aging and disabled population since all buildings are one story. • Scenario two will not meet the needs of many people in the area due to lack of significant housing. • Scenario two with age-restricted houses would provide much-needed housing to the aging population while alleviating density concerns since the aging population drives significantly less than young families. • The house arrangement in scenario two is nice. • If the property cannot be left as open space, the best option is scenario three. • Scenario four is the best scenario. • Scenario four offers the best balance between meeting housing needs and still offering open space. • The mix of three- and six-unit dwellings in scenario four are great, and the housing arrangement fits in well with the surrounding communities. • Scenario five seems to be dangerous and does not offer a clear path for children in a high-density development a clear path to grassy space to play. • Scenario six and the three-story building are out-of-character for the area and will annoy current neighbors. • Scenario six will benefit the most people in the community and still includes many positive community benefits. • Scenarios three through six offer inappropriate density for the area. • Although not listed as a scenario, the parcels should be turned into some sort of park that allows for community amenities. |
| <i>Process</i> | <ul style="list-style-type: none"> • Professionals relied upon by BCHA are not competent or honest. • BCHA is ignoring the desires of the neighbors and surrounding community. • There seem to be ethical issues with denying the Archdiocese the right to build on the property and then allowing BVSD to purchase it for cheaper, annex it, and |

Themes from Comments Submitted Via Email

construct housing.

- The facilitation process has failed to push reset on this site and work together to identify a different property for development or redevelopment.
- There have been breaches of commitment, such as mowing the Twin Lakes field while having promised a wildlife study, which make it seem not all stakeholders are or will be demonstrating integrity.
- The developers should continue with their studies and process until impartial experts can determine that the site is not able to handle the proposed carrying capacity.
- The Twin Lakes Stakeholder Group should be commended for providing a forum where reasonable and rational discussion can be held on a highly emotional topic.

Twin Lakes Stakeholder Group (TLSG)
Public Comments / Questions
7/8/16

City and county land use staff wishes to provide clarification on three topics that have been raised during recent meetings. Topics 1 and 2 were raised during a public comment period at the Boulder County Parks and Open Space Advisory Committee (POSAC) meeting on June 23. The third topic was raised at the June 22 Twin Lakes Stakeholder Group open house event.

Topic 1: Clarification of the role of early Boulder Valley Comprehensive Plan references to plans for a 40 acre community park south of Twin Lakes in Gunbarrel, and a map showing the area south and east of the east lake as open space

Staff considers historical context as one factor among several in the analysis of BVCP land use change requests. The earliest versions of the Boulder Valley Comprehensive Plan (BVCP) reference plans for acquisition and development of a 40 acre community park in the area south of Twin Lakes.¹ The Open Space map included in the 1978 version of the plan also shows an area of proposed open space south and east of the east lake, part of a proposed north-south greenbelt. The existence of early plans for community and neighborhood parks in the Twin Lakes area is notable. However, those plans must be considered within a broader historical context.

The Gunbarrel land referenced as the site of planned parks and open space in the early BVCP documents was all part of Area II, with a sub-designation (IIA) indicating annexation of the area was expected within three years.² Much of that land is now occupied by the Red Fox Hills (which remains in unincorporated Boulder County) and Brandon Creek (now within City of Boulder jurisdiction) subdivisions. Plans outlined in the initial versions of the BVCP were contingent on assumptions that residential areas of Gunbarrel slated to receive city water and sewer services would promptly annex into Boulder's jurisdiction.³ In 1978, an annexation proposal was proffered by the city to Gunbarrel with no attached costs, impact fees

¹ Boulder Valley Comprehensive Plan, August 1977, p. 51 and Exhibit 2.C.2. Boulder Valley Comprehensive Plan, Revised 1978, p. 23 and Exhibit 2.B.2B

² The following definitions for Areas I, IIA, IIB, and III are included in the original 1977 version of the BVCP: "Area I is that area within the City of Boulder which has adequate facilities and services and is expected to continue to accommodate urban development. Area II is the area now under county jurisdiction planned to accommodate urban development, and new urban development is to occur coincident with the availability of adequate facilities and services and not otherwise. This area is projected to be provided required facilities and services by the city during the planning period; Area IIA being the area of immediate focus, the first three years, and Area IIB being accommodated within the balance of the planning period. Area III is the remaining area in the Valley, generally under county jurisdiction and which is not now planned to accommodate urban development for the following reasons: it is not projected that the city will there provide adequate facilities and services within the planning period; no other facilities and services agency comparable to the city is expected in the area; and it is primarily a rural and agricultural area and its character should be preserved and protected.

³ Boulder Valley Comprehensive Plan, Revised 1978, p. 55, see Note 1. The Capital Improvements Program described in the 1978 version of the BVCP also makes reference to plans for other parks, library services, and recreational facilities in Gunbarrel, contingent on annexation.

or other conditions, but residents rejected the offer.⁴ Consequently, the potential for future annexation of Gunbarrel remained uncertain, and development plans evolved. The 1981 updated version of the BVCP included a much more scaled down plan for open space in areas south and east of Twin Lakes. In the 1981 BVCP, the parcel that is now 6655 Twin Lakes Road, and the area now occupied by the Red Fox Hills subdivision received Low Density Residential land use designation, and the area just north of that and east of the Twin Lakes now occupied by the Brandon Creek subdivision was converted to Medium Density Residential.⁵

The BVCP was developed to address growth pressures and concerns about sprawl. A core principle driving the establishment of the BVCP was the notion that a compact, well-defined pattern of development is in the public interest due to its efficient use of land and economic resources, and its ability to effectively support the health, safety and general welfare of the community. Since the original BVCP the vision for growth management in the Boulder Valley has been documented in service area map designations delineating Areas I, II and III.⁶ As noted, the land south of Twin Lakes has been in Area II and envisioned as becoming part of the city's jurisdiction and urban development pattern since the original BVCP.

The earliest versions of the BVCP were drafted amidst an active discussion about the importance of linking development with the extension of city services, and development plans for Gunbarrel were at the center of that debate (See Attachment).⁷ The city's capital improvement plans at that time were developed based on the expectation that residents of those areas would ultimately share equitably in supporting the full range of urban services the city provides to its citizens, and which are not offered by the county (e.g., libraries, recreation facilities and fire protection). Lacking property and sales and use tax revenue from the residents of Gunbarrel the city did not carry out those early plans for park and other city-supported services in the Gunbarrel area.

It is also important to consider the Twin Lakes parcels in the broader context of open space protection within the planning area. Large and successful city and county preservation programs protect vast areas of open space across Boulder Valley. However, in keeping with the BVCP's vision to achieve a compact, deliberate development pattern, relatively small portions of the planning area are designated to accommodate future development. For those parcels, careful site design holds the potential to incorporate open space values when and if development does occur (e.g., by pursuing clustering of structures, and minimizing or avoiding development on portions of the property that can best serve as natural buffers or connectors with surrounding open spaces).

⁴ Cornett, Linda, "Gunbarrel Area Voters Reject Annexation," *Boulder Daily Camera*, November 2, 1978.

⁵ Boulder Valley Comprehensive Plan, Revised 1981. Boulder Valley Comp Plan Map. Note that a neighborhood park was shown on the eastern edge of the Red Fox Hills development in the 1981 BVCP map.

⁶ Boulder Valley Comprehensive Plan, Revised 1978, Service Area Map, Exhibit 3.D.1. following p. 52.

⁷ August 8, 1978 memorandum from City of Boulder staff to City Council provides a summary of these issues. This memorandum is attached as an appendix.

Topic 2: Clarification of the role of Article 7-1308 of the Boulder County Land Use Code, and whether it would be necessary for POSAC or Planning Commission to review a transfer of land from Boulder Valley School District for use in the proposed affordable housing development

County staff finds that Article 7-1308 of the Boulder County Land Use Code does not apply to the situation that exists with the Twin Lakes parcel owned by the Boulder Valley School District (BVSD). County staff interprets Section 7-1308 of the Boulder County Land Use Code to only apply if, under 7-1301, the dedication on the plat is deeded to Boulder County, and not to the school district. Here, the dedication and deed were made to, and accepted by, BVSD, so Boulder County would not have a regulatory role in the sale of the property.

Section 7-1308 does not explicitly state that it is limited to situations in which the dedication and deed were made to the county. However, the condition is implied, as it would only be possible for the county to sell land which it owns. This interpretation is supported by the language in 7-1301.B which says that, in the case of a school district, the school district “may request that the Board sell the land.” The Board can’t sell the land if, as in the Twin Lakes example, it was conveyed to BVSD 50 years ago. Also, even if the Board (county) did own this land, there is no potential role for the county to play unless and until BVSD makes a request that the Board sell the land. In the current situation, BVSD is free to sell its land without any involvement by the county.

For context, a summary of key elements of Article 7-1300 of the Boulder County Land Use Code follows.

Article 7-1300 of the Boulder County Land Use Code allows the BOCC to require the dedication of land within a development that is deemed necessary to serve the residents of the proposed subdivision. In lieu of dedication of sites and land areas, the BOCC, after review by the Planning Commission and with advice from the potential receiving party (i.e. BVSD), may require payment of a sum of money not to exceed the full market value of the land.

7-1301 says that all dedicated lands shall be designated on the final plat as outlots. Outlots are to be deeded to the county or other appropriate agency at the time of recordation of the final plat (which is supposed to reflect to whom it is dedicated).

7-1304 is titled “Required School Dedications” and requires the dedication of 750 square feet of land per dwelling unit for single family residences and 500 square feet per dwelling unit for multifamily residences, “or other reasonable criteria approved by the specific school district and passed by Resolution of the BOCC.” Dedications to school districts shall be a condition of approval by both the Planning Commission and the BOCC.

7-1304.A.2 says that when, “after recommendation by the appropriate school district, dedication of all or portions of the required school lands is not deemed feasible or in the public interest,” the school district may recommend to the BOCC that there be a guarantee of future land dedication (developer is

required to submit a letter guaranteeing a future dedication to the school district) or cash-in-lieu of land.

7-1307 describes the cash-in-lieu option. The applicant (developer), at the option of the BOCC after advice from the potential receiving body, may pay the county cash-in-lieu of a land dedication “where the dedication is unacceptable.”

7-1308 is titled “Release of Land or Cash” and says that, after final approval of a subdivision plat and receipt of dedications, the Board shall give written notification to the appropriate school districts and local government entities. After such notice, a school district or local government entity may request the dedication for a use authorized by this section; or, after review by the Board, the lands will be transferred to the appropriate school district or local governmental entity.

7-1308.B says that, in the case of a school site, if, after completion of the platting, it is determined the receiving body no longer finds a need for such land, the school district may request that the Board sell the land. In such an instance, prior to the sale, both the Planning Commission and POSAC shall review the action (§ 7-1308.B.1). If the county sells the land, all moneys paid to the county for the sale shall be held by the Board to be used for the acquisition of other lands for schools, development of land for park purposes, or growth-related planning functions by school districts for educational purposes. Funds may be released to the appropriate school district if the Board finds that the proposed use of the funds is compatible with the cash-in-lieu payment or sale of the land.

Topic 3: If the (Twin Lakes) properties are annexed into the city, will that enable the city to forcibly annex the neighboring residential neighborhoods?

No. The Twin Lakes annexation does not create an enclave of any properties. The city can only unilaterally annex properties that have been completely surrounded by city boundaries for three years (defined as an “enclave”). A boundary that consists solely of a right-of-way cannot create an enclave.

Generally speaking, statutes require annexations to be voluntary by the land owner filing a petition requesting to be annexed, except where the enclave rule applies (C.R.S. § 31-12-107). The only instance where unilateral annexation is allowed is when unincorporated areas are entirely contained within the boundaries of the municipality for at least three years (C.R.S. § 31-12-106). The BVCP has a long standing policy to “actively pursue annexation of county enclaves, Area II properties along the western boundary, and other fully developed Area II properties.” (BVCP 1.24.b Annexation). While the residential neighborhoods surrounding the Twin Lakes properties are in Area II, they do not meet the conditions under which the city would actively pursue annexation. Also, in recognition of the long history around annexation in Gunbarrel and lack of interest of unincorporated neighborhoods in annexation, the city and county adopted policy language specific to the area in the BVCP which states:

BVCP Policy 1.24 Annexation: h) The Gunbarrel Subcommunity is unique because the majority of residents live in the unincorporated area and because of the shared jurisdiction for planning and service provision among the county, the city, the Gunbarrel Public Improvement District and other special districts. Although interest in voluntary annexation has been limited, the city and county continue to support the eventual annexation of Gunbarrel. If resident interest in annexation does occur in the future, the city and county will negotiate new terms of annexation with the residents.

State Statutes

C.R.S. § 31-12-106 Annexation of Enclaves, Partly Surrounded Land, and Municipally-Owned Lands

“When an unincorporated area has been entirely contained within the boundaries of a municipality for at least three years, the municipality may annex the property by ordinance without regard to the eligibility requirements in C.R.S. § 31-12-104, the limitations in C.R.S. § 31-12-105, or the hearing requirements of C.R.S. § 31-12-109.”⁸

C.R.S. § 31-12-107 Petitions for Annexation and Annexation Elections

“Except for the unilateral municipal annexation authority described in the preceding section, all annexations must be requested by the owners of land that is eligible under the general annexation criteria. The statute provides two alternative procedures by which annexation may be accomplished:

- (1) landowner petition [more than 50% of the landowners owning more than 50% of an area eligible for annexation, excluding streets and alleys]; and
- (2) annexation election [may be submitted by electors who are residents and landowners in an area eligible for annexation...the petition must be signed by at least 75 qualified electors or 10% of the qualified electors in the affected area, whichever is less].⁹

⁸ Elliott, Donald L. Esq., General Editor Colorado Land Planning and Development Law, Seventh Ed. 2006. . pg. 193.

⁹ Ibid. Pp. 193 – 195.

APPENDIX

AUGUST 8, 1978 MEMORANDUM FROM CITY OF BOULDER STAFF TO CITY COUNCIL

RECEIVED

AUG 8 1978

LAND USE
DEPARTMENT

M E M O R A N D U M

August 8, 1978

TO: City Council

FROM: Ed Gawf and Chris Cares, Planning Department

SUBJECT: Gunbarrel Annexation Study Session

I. INTRODUCTION

On August 8, 1978, the City Council will be considering the Gunbarrel area in a study session. At this meeting, the main focus will be on the areas of Gunbarrel which are designated as residential on the Comprehensive Plan. Areas being considered for annexation at this time will be described, current cost/revenue projections for annexing the Gunbarrel area will be presented, and the City Council will be asked to recommend continuing on the time schedule contained in this memo.

The study session comes as a result of a previous study session, held on September 27, 1977, on annexations. At that meeting, annexations in Area IIA were described as playing an important role in implementing the Boulder Valley Comprehensive Plan. The City Council identified three areas for major annexation efforts in the next year and directed the Planning Department to begin working in North Boulder immediately. A large area of North Boulder was recently annexed following a positive vote by property owners in the district. The staff now proposes to bring the question of annexation of the Gunbarrel residential areas to a similar vote.

II. HISTORY

The history of the Gunbarrel area is, by now, probably quite familiar to all members of the City Council. However, a short chronology of dates and agreements is included here as a reference.

The Gunbarrel area was established with the direct assistance of the City of Boulder. This relationship between the two entities was formalized under a contract between the City of Boulder and the Boulder Valley Water and Sanitation District (BVWSD), providing for water and sewer service to residential, commercial and industrial uses within the District. The first Ordinance (#2684), approved in June, 1963, states that, "It is the desire of the City and of the Distributor that the Distributor's service area be annexed to the City of Boulder as soon as practicable after the area, or any part thereof, becomes eligible for annexation." In addition, the contract provided that a user within the BVWSD service area must commit, "When his land is eligible to join in any petition for annexation and shall do all things reasonably necessary, including voting in favor of annexation, to insure that the user's land will be annexed when eligible."

The annexation of the Gunbarrel area did not occur according to the timetable that was originally anticipated. During 1974 and 1975, the

Planning Board and City Council discussed several possible annexation routes to Gunbarrel, and approved the route through City-owned open space as the one that would best accomplish the City objective of placing itself in a position to annex the area. In 1975, a series of meetings was held with the Gunbarrel Citizens Advisory Committee concerning annexation and the services to be provided upon annexation. Following these meetings, residents of Gunbarrel were polled concerning annexation. An overwhelming majority (87% of the residents voting) responded that they did not want to be part of the City at that time.

In November, 1975, the City Council approved a resolution declaring the City policy concerning Gunbarrel. The Resolution (#197) read:

Section 1. The best interests of the Boulder Valley and the City of Boulder are not served by the creation of additional incorporated cities or quasi-municipal entities within the Boulder Valley Comprehensive Plan area.

Section 2. The City must extend its boundaries to be in a position to annex the area known as Gunbarrel when and if circumstances are appropriate.

During 1976, the City Council proceeded to annex City-owned open space along the western and northern boundary of the Boulder Valley. In 1977, the City Council approved a series of annexations which took in the industrial and commercial properties in Gunbarrel. These annexations placed the City in a position where the contiguity was established to permit annexations of residential areas in Gunbarrel.

III. AREA PROPOSED FOR AN ANNEXATION ELECTION

The map on page 4 shows the Gunbarrel area. The existing City limits are shown, and the Area IIA line from the Comprehensive Plan is clearly marked. The map shows that much of the remaining unannexed Gunbarrel area is already platted into residential lots. The major subdivisions are labeled on the map.

In addition to the developed or partially developed residential areas, there are seven major undeveloped properties that must be considered in any annexation discussions. These developments, with their expected number of units are: 1) the Homestead (Bill Lanning), 94 units; 2) the Willows (Larry Robinson), 233 units; 3) Heatherwood 7th Filing (Wood Brothers Homes), 32 units; 4) Jay Road (Don Unkefer), 95 units; 5) Red Fox Hills (Bill Carran), approximately 108 units; 6) Habitat, 1100 units; and, 7) Fountain Greens, 541 units. The developments are all shown on the map.

In order to hold an annexation election, the requirements of the State Annexation Statutes (C.R.S. 1973, Sections 31-12-101 through 31-12-122) must be followed. In addition to the requirement that an area have one-sixth contiguity with the annexing municipality before annexation can take place, there are other significant provisions in the law.

These include limitations on who can sign the petition calling for an election ("qualified electors"), the number of signatures that are required to call an election (the lesser of 75 qualified electors or 10% of these electors), and a restriction on who can vote in the election (property owners). The law has strict requirements for public notice, a public hearing, and the conduct of the election; the result of these regulations is that a considerable amount of lead time is needed to set up an election and a strict timetable must be followed.

Another significant provision in the annexation law states that no land held in identical ownership comprising twenty acres or more, which together with improvements thereon has a valuation in excess of two hundred thousand dollars, shall be included in an election without the written consent of the owners. There are three properties in Gunbarrel--Habitat, Fountain Greens, and the Country Club, which exceed these requirements and their inclusion in the annexation area will depend on the consent of the owners.

It is important to understand the general requirements of the State annexation law and the patterns of ownership in Gunbarrel to consider the options available in setting up an annexation election. Basically, there are two alternative annexation areas that should be considered. One possible annexation district could be described to include the developed residential area, including the Boulder Country Club, and Fountain Greens and Habitat if they indicate a willingness to be included. This annexation area is shown on the map on page 5 as Option 1. An alternative approach would be to hold an annexation election within all of the 2A Area of Gunbarrel. Such an election would involve all of the developed properties and would also include the five properties with development plans that are approved or partially approved in Boulder County. This alternative is mapped on page 6, labeled Option 2.

A. Option #1

Option 1 would permit the annexation question to be decided by property owners with, for the most part, developed properties. The annexation area would include all of the major existing developments in Gunbarrel except Fountain Greens and Habitat, and we would expect the outcome of the election to reflect sentiment in the predominantly owner-occupied area. Each property owner would have one vote. It is expected that at some time subsequent to the election, the City would begin contacting property owners not included in the election to request their annexation.

The principal advantage to Option #1 would be that the outcome of the election would be clearcut, it would be less likely to be subjected to challenges by developers concerned with protecting County-approved

FIRST OPTION

FIRST OPTION

ANNEXATION BOUNDARY#####



EXISTING CITY LIMITS-----

**GUNBARREL ANNEXATION
SECOND OPTION**

CITY LIMITS (indicated by a dashed line)
ANNEXATION BOUNDARY (indicated by a thick solid line)

Map labels include: AREA 1, AREA 2B, AREA 2A, AREA 3, HABITAT, FOUNTAIN GREENS, HEATHERWOOD, and TOWN LAKES. The map shows a complex network of roads, water bodies, and land parcels, with the annexation boundary following a specific path through the area.

GUNBARREL ANNEXATION
SECOND OPTION

CITY LIMITS 
ANNEXATION BOUNDARY 

AREA 3
AREA 1
AREA 2B
FOUNTAIN GREENS
HABITAT
AREA 2A
HEATHERWOOD

THIRD REPLAT OF GUNBARREL GREEN

18

development rights. However, this approach might permit the development of a certain number of units outside of City Growth Limitation Ordinance restrictions and it will require additional processing time to approach individual owners at a later date. It would not insure the complete annexation of Area 2A as was anticipated within the original three-year time period contained in the Comprehensive Plan.

B. Option #2

A second approach would be to include all of Area 2A, with the exception of Habitat and Fountain Greens, in the annexation election. In such an election, the five approved but undeveloped residential properties would have only as many votes as there are property owners (partners), and the area would be annexed if it is the majority sentiment. The advantage to this approach is clear -- it brings about a large-scale annexation in a single action, if the vote is positive.

The difficulty with this approach is that it increases the risk of litigation regarding the validity of the annexation. Unfortunately, the risk of challenges is difficult to evaluate, but the possible time delays deserve careful attention in evaluating the two election area options.

C. Conclusion

The Planning Department has attempted to give a balanced presentation of the two options available for describing the election area. We would recommend that Option #2 be chosen by the City Council. We believe that it will provide a decision regarding the annexation question in a manner which is most efficient from the standpoint of the City, and will allow for a timely resolution of the annexation question by residents of the area.

IV. GUNBARREL REVENUE/EXPENDITURE ANALYSIS

In February, 1977, the City Council considered the fiscal implications of annexing Gunbarrel. At that meeting, the staff presented a series of scenarios showing projections of what Gunbarrel revenues and expenditures would be under alternative sets of assumptions. The staff has revised these projections to include the additional information that is now available following annexation of the industrial and commercial areas. In 1977, we were dealing with projections of revenues and expenditures; we are now prepared to supplement our analysis with the findings of the past year.

The scenario that is attached to this memo on page 9 includes the current known revenues from the industrial and commercial areas. It is

based on the assumption that the residential area of Gunbarrel will be annexed in 1978 and, consequently, we will begin to receive property taxes from this area in 1980. The property taxes from the industrial and commercial areas will begin to accrue in 1979, while sales and use taxes from these areas begin immediately upon annexation.

The scenario was developed in the same way as the 1977 projections and is presented in the same format. The rate of assumed residential development was revised downward (from 150 new units per year to 75 units per year) to take into account the effect of the Growth Limitation Ordinance on new units being developed in the City. Current estimates of sales and use tax revenues are based in part on contacts with major commercial and industrial users in the Gunbarrel area, but beyond 1981 assumptions about revenues have been made.

The scenario shows a large gain in revenues from Gunbarrel, primarily because of new development in the industrial area. However, the proposed annexation of the residential area requires expenditures which begin to offset the revenues currently being received. The most important assumption underlying the "Expenditures" section of the scenario concerns the work program that is proposed. It is essentially the same program that was reviewed by the City Council in 1977 at the study session, and was included in the 1978 and 1979 six-year Capital Improvement Plans. Some of the projected City expenditures are for services that will be needed to serve only the commercial and industrial areas that are already in the City. These expenditures are, in effect, previous commitments. Other expenditures are projected if the annexation of the residential area occurs. These expenditures would not occur without a positive vote by the residents to join the City.

The work program for Gunbarrel called for certain immediate services to the commercial and industrial area which began with annexation last year. These included fire, police, street maintenance, and building code enforcement. These same services will begin upon annexation of the residential area. In addition, the following services and improvements have been programmed for Gunbarrel to follow the annexation of the residential area:

Services and Operational Expenses

Full animal control
Full parks maintenance
Library service
Youth service workers
Recreation services
Building maintenance

Capital Improvements

5-acre park
Community park
Multi-purpose building
construction, including
library facilities
Additional police car

The major change in the work program is that, given the current and anticipated revenue position of the City, some of the Gunbarrel programs have been expanded. For example, while the Heatherwood five-acre park is still included, a "community park", which was shown on the Comprehensive Plan and the Parks and Recreation Master Plan, has been substituted for the Habitat park shown in the previous scenario. Similarly, the size of

SCENARIO III (Revised)

| FINANCIAL DATA: | <u>1977</u> | <u>1978</u> | <u>1979</u> | <u>1980</u> | <u>1981</u> |
|------------------------|-------------|-------------|-------------|-------------|-------------|
| Beginning Balance | -- | (33,043) | 166,430 | 261,791 | 156,447 |
| ADD: Revenues | 310,857 | 581,711 | 1,244,536 | 1,310,432 | 1,400,587 |
| SUBTRACT: Expenditures | 343,900 | 382,238 | 1,149,175 | 1,415,776 | 1,490,062 |
| Ending Balance | (33,043) | 166,430 | 261,791 | 156,447 | 66,972 |

SERVICES:

- 1977: Build Fire Station, Purchase police car.
- 1978: (Commercial and industrial area only) Police, Fire, Street Maintenance, Code Enforcement picked up within existing budgets.
- 1979: (Include residential) Police, Fire, Streets, Code Enforcement, Animal Control, Heatherwood 5-acre park improvement, acquire community park land
- 1980: Increased Police, Develop Community Park, maintenance for five acre park.
- 1981: Larger multi-purpose building and one-half year operations, Maintenance for Community Park.

ASSUMPTIONS:

No park fees

75 housing units built each year

The scenario is based on the inclusion of the developed properties in Gunbarrel.

the multi-purpose building has been enlarged, street maintenance programs have been increased, the animal control program has been expanded, and additional code enforcement is projected. The effect of these increases would be to ensure that the Gunbarrel area is brought up to full service levels rather than getting minimal programs in the initial years following annexation.

A second change in the work program also becomes possible after reviewing the current scenario numbers. This change would "move up" several of the projects, the intent being to bring the area to full service levels as rapidly as possible. The staff considered the work program from the standpoint of which services are needed most and concluded that the two parks could be completed earlier, given current revenue estimates. Not only would the earlier construction get the facilities into use more rapidly, but because of current rates of inflation, the work will be less expensive. For this reason, the scenario shows the parks projects in 1979 and 1980 rather than in 1981 and 1982. Similarly, the multi-purpose building would be constructed in 1981.

The staff recommends that the City Council approve the work program as shown in the scenario. We believe that this package of services will bring Gunbarrel up to City standards, and as shown in the projections, the expenditures necessary to complete the program will be offset by anticipated revenues through the projected time period.

V. CONDITIONS OF ANNEXATION

The staff is not proposing conditions as part of the annexation of the residential area of Gunbarrel at this time. This approach would differ from that used in North Boulder where there was a series of conditions placed on the annexation. The difference between the two areas lies in the level of development that currently exists. While North Boulder did not have improved streets and sewer and water service, Gunbarrel has developed with such improvements. Under the provisions of the original BVWSD agreement, the City of Boulder has reviewed the subdivision plats and development plans for Gunbarrel prior to approval by the County. Consequently, the improvements that exist, including streets, sewer and water lines, flood control and drainage installations, and the widths of the various dedicated public rights-of-way, have been previously reviewed and approved by the City Staff.

The question of park fees is a subject that the City Council may wish to address on Tuesday night, and that the staff will be prepared to discuss. Park fees are a normal City of Boulder development requirement that the Council may wish to consider as a possible condition to be included in the annexation election. The current park fees for single-family homes are \$145.00 per unit. In Gunbarrel, the original BVWSD agreement did not contain a provision for park fees. In fact, in 1963 at the time the agreement was signed, the City did not charge park fees.

Community development fees were not assessed to the industrial and commercial lands in Gunbarrel. Because park fees were not included in the original agreement and were not charged for the previous Gunbarrel annexations, we have not included these fees as a recommended condition for annexation at this time. Of course, park fees and all other applicable in-City development fees would be charged for new units obtaining building permits in Boulder after the date of annexation.

The BVWSD has contacted the City on several occasions concerning the possible dissolution of the District and take-over by the City. The request is that after the District is dissolved, the City would retire the remaining \$302,370 of bonded indebtedness of the District. This subject is addressed in Doug Smith's memo on page 14.

The staff believes that this question should be considered following the annexation election. If the election vote is positive, we would recommend that the City, with the support of the Board of Directors of the District, petition the District Court for a dissolution election. Provided that annexation occurs, we would recommend that the mill levy for the District be eliminated, and that the City assume all duties and responsibilities of the District.

Although the staff is recommending against imposing conditions on residents to be included in the annexation election, it must be recognized that the City is stating its intent to perform a work program that will become, in effect, Boulder's part of the annexation agreement. The City will be assuming responsibility for performing services in the Gunbarrel area and will be expected to complete construction of the capital improvements projects proposed for Gunbarrel according to the work schedule contained in the scenario. The only factor that would alter this is if revenues fall significantly below the projections contained in the scenario; then Council may wish to reevaluate the timing of the work program. We believe that the work program is fair and realistic, that it can be accomplished as shown.

VI. THE SCHEDULE

The staff has prepared a tentative schedule for conducting an annexation election in Gunbarrel. Although the schedule may be changed, many of the dates are relatively inflexible because of the requirements contained in the Colorado annexation statutes. Our purpose is to hold the annexation election and complete the annexation process by the end of the year. In so doing, the City would avoid incurring service obligations in 1979 when property tax revenues would not begin until 1981. By completing this process this year, we could receive property tax revenues in 1980.

GUNBARREL ANNEXATION SCHEDULE

- August 15 (Regular City Council Meeting)- Consider resolution setting public hearing
or
August 22
or (City Council Special Meeting)- To consider resolution setting public hearing
August 29
- September 6, 7, 11, 13, 14 - Alternative dates for large public meetings in Gunbarrel
- October 3 (Regular City Council Meeting)- Public hearing and designation of election date and commissioners
- November 1 (Wednesday) - Election date
- November 7 (Regular City Council Meeting) - Election results in, and Ordinance approved on First Reading
- November 21 - Second Reading of Ordinance
- December 20 - 30-day waiting period ends and annexation is final

VII. CONCLUSION

In summary, the staff would like to seek Council direction on bringing the question of annexation of the Gunbarrel residential area to a vote of the property owners in the area. Specifically, the staff asks that the City Council respond to the following questions:

- 1) Should the staff prepare and have circulated petitions for an annexation election for the area shown on page 6 (Option 2)?

The staff recommends that the annexation election be held within the boundaries shown on page 6.

- 2) Is the City Council willing to commit to the provision and timing of services, both capital and operational, as shown in the scenario on page 9?

The staff is recommending that the work program be approved and that construction be planned according to the timetable shown in the scenario, provided annexation of the residential area occurs.

- 3) Should the City of Boulder, with concurrence of the Boulder Valley Water and Sanitation District Board of Directors, agree to dissolve the BVWSD and pay off the existing bonded indebtedness that exists over and above cash reserves of the District?

The staff is recommending that the District be dissolved, provided that annexation occurs.

- 4) Is the schedule as proposed on page 12 of this memo acceptable to the City Council?

The staff recommends that this schedule be approved.

CITY OF BOULDER, COLORADO 80302



M E M O R A N D U M

TO: City Manager/City Council

FROM: Utilities Division

D. Smith

SUBJECT: Boulder Valley Water and Sanitation District -- Possible
Dissolution

DATE: August 3, 1978

In response to inquiries from the BVWSD concerning possible dissolution of the District and take-over by the City, I have prepared the following response. Dissolution of special districts is controlled by state statutes (CRS 32-1601) that specifically addresses that issue. Generally, the District Court must authorize an election after hearing sufficient evidence that dissolution should be considered. In our case the City would have to assure the Courts that sufficient monies would be escrowed to retire the outstanding bonded indebtedness of the District and that the City would assume all services the District was providing.

In our specific instance the city would make as a condition of annexation the dissolution of the District and guarantee the funds in escrow to provide for this action. If the annexation was successful, the City would petition the Court for an election for dissolution providing sufficient monies for the retirement of their bonded indebtedness (\$302,370 as of 10/1/78). After the election for dissolution the Court would stipulate the schedule for the actual dissolution and arrange for the future employment of any District employees. The mill levy (currently 5.0 mills) would be eliminated and the City would assume all duties and responsibilities of the District. The Water and Sewer Utilities have sufficient monies in their respective fund balances to escrow the money for the outstanding bonded indebtedness.

DGS/pjf
cc: Andy Hollar